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COLONIAL ANNUAL REPORTS

# Nigeria

## 1948



LONDON: HIS MAJESTY'S STATIONERY OFFICE

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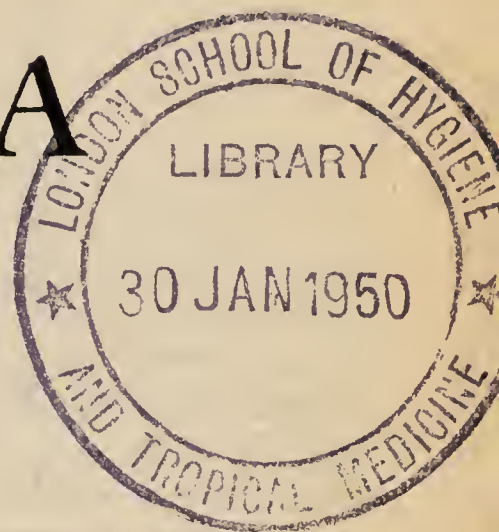
THE SERIES OF COLONIAL ANNUAL REPORTS which was re-introduced for the year 1946 (after suspension in 1940) is being continued with those relating to 1948.

It is anticipated that the Colonies and Protectorates for which 1948 Reports are being published will, with some additions, be the same as for the previous year (see list on cover page 3).

COLONIAL OFFICE

# ANNUAL REPORT ON NIGERIA

FOR THE YEAR  
1948



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LONDON: HIS MAJESTY'S STATIONERY OFFICE

1949



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The cover illustration shows milk being measured in a graduated glass container at the Zaria Dairy, Nigeria



## PART I

### (a) Review of the Year 1948

By contrast with the two preceding years which had seen the announcement and inauguration of a new Constitution, the year 1948 was not marked by any striking developments in the field of political and constitutional change, and attention was concentrated rather on economic and social development. Such development was, as the new Governor, Sir John Macpherson, K.C.M.G., remarked in his first address to the Legislative Council, in keeping with the widespread realistic appreciation of the need to expand Nigeria's economy and increase its national income, and so to improve the standard of living.

In its main feature this development closely conformed to the guiding principle of the political innovations of 1947, in that at every stage the people of the country are themselves, through their own representatives and organisations, brought into closer association and consultation with Government, as regards both general policy and its detailed local application.

In respect of economic development the main weight of emphasis was laid on primary produce, as constituting both the export trade of the country, and the source of livelihood of the vast majority of the population. Measures were instituted, in the Agriculture Ordinance, to maintain and improve the quality of agricultural produce and so render it more profitable to farmers and country alike. For devising and executing the necessary action authority was vested in a central Board, consisting of four official and nine non-official members. The better marketing of edible oils and oilseeds which, with cocoa, form the major part of Nigeria's export produce, was the subject of a series of proposals elaborated during the year and approved in principle by the Legislative Council. These proposals provided for a Marketing Board, consisting of a chairman, two official and three non-official members, for each major product, with representative advisory committees and Regional Production Development Boards, with non-official majorities. Shadow bodies have already been constituted to enable the proposals to take immediate effect on formal enactment (see Appendix D). Price policy for cocoa was reviewed by the Nigeria Cocoa Marketing Board, which decided to pay for the 1948-49 season prices almost double those prevailing in the preceding season, and to guarantee for the two following seasons minimum prices very little below those of 1948-49. All these measures should add substantially both to the cultivators' private budget and to the general resources of the country. The recent drop in the world price of cocoa has illustrated the importance to the farmer of such long-term methods of safeguarding him from a world slump.

The chief new agricultural development project which came under review was the mechanised groundnut scheme recommended by the



West African Oilseeds Mission in 1947. It was decided further to explore the possibility of a large-scale scheme at Kontagora in the Niger Province, in the light of experience in similar schemes elsewhere regarding the system of land usage and the relationship of tenant cultivation with a commercial corporation, as it had been proposed that the Kontagora scheme be operated by the Colonial Development Corporation. A mission was sent to the Sudan to study the operation of the Sudan Plantations Syndicate, and a Sudan experiment in mechanised crop production. It is hoped that decisions following the Mission's report will be put into effect in 1949.

The programme of economic development had included not only the schemes drawn up and financed under the Ten-Year Development Plan, but also a number of major industrial projects, such as mechanised cotton-spinning, the production of high carbonised charcoal, and factories for sacks and cassava starch. Preliminary investigations are being made, and while it is likely that the operation of schemes approved as practicable may be carried out by agencies such as the Colonial Development Corporation, it was considered desirable and appropriate that the Nigerian Government should be ready to participate directly by the investment of capital. It was therefore agreed that a sum of £500,000 be invested from surplus revenues, and that £50,000 of this amount be provisionally appropriated for assisting to finance investigations, and the balance for actual execution of schemes.

The means for executing major development projects were reinforced by the appearance, late in the year, of a resident subsidiary body of the Colonial Development Corporation, and a number of projects at once came under active survey. For more purely local development schemes it was found necessary to revise the arrangements made in 1946, when the Nigerian Local Development Board had been established. This Board had been allocated £1,250,000 to make loans or grants to native authorities, co-operative societies, and planning authorities, but despite the progress made with schemes for pioneer oil mills, clarified butter fat, and dairy development, it was felt that there was much scope for the further encouragement of mixed farming, improved animal husbandry, small-scale manufactures, and village industries. For such encouragement to be really effective a better system of planning priorities, with more adequate local knowledge, was required and it was decided that the functions of one centralised board should be devolved on regional boards, each with power to make grants and approve advances.

In the field of social services, interest was centred largely on educational progress. A major scheme of educational organisation was enacted, establishing a framework of organisational and advisory bodies to control primary and secondary education, and a standardised system of grants-in-aid for voluntary agency and local authority schools. The development of primary education in the Northern Provinces had not kept pace with developments in the south, and the enthusiastic and insistent demands for greater educational facilities voiced on behalf of the peoples of the north indicated that the additional services already included in the Ten-Year Development Plan, and estimated to cost well over £1,000,000, would



need substantially to be supplemented. A new programme of expansion was therefore drawn up for the Northern Provinces, with special attention to the need of a greater supply of trained teachers, and the Legislative Council agreed that £500,000 be expended over five years on this programme. A first instalment of £150,000 was included in the Estimates for 1948-49. The programme aims at doubling within five years the number of children in primary schools in the north, and its main features include the establishment of 10 new training centres, of which three are for women.

Higher education made an historic advance with the foundation of University College, Ibadan, designed to meet a long-felt need. It provides courses in Arts and Sciences, and will include schools of medicine, agriculture, forestry, and animal health. The College opened for its first term in January in temporary buildings, and the first full academic year began in October. In November the Secretary of State for the Colonies visited Ibadan to attend the official ceremony of handing over the very large site which had been made available by the local authority and people of Ibadan. It is hoped that the new institution will become one of the two chief centres of learning and culture in West Africa (see Appendix C).

Developments on this scale place an increasingly heavy burden on the financial resources of the country, but revenue has fortunately kept pace in expansion, and for 1947-48 had reached the exceptionally high figure of £17,442,700 or nearly three times the total revenue of 1940-41. Over half this revenue is derived from Customs and Excise, which now give nearly four times the yield collected seven years ago. At the end of the financial year 1947-48 assets exceeded liabilities by nearly £9,000,000, with over £3,500,000 in a Reserve Fund and a Supplementary Sinking Fund, but it is, of course, to be remembered that the Ten-Year Plan of Development and Welfare is now entering its fourth year of operation, and of the estimated total cost of £55,000,000, a sum of between £15,000,000 and £16,000,000 was to be found from Nigerian revenues including loan service charges, and £16,000,000 from loans. The Budget for 1948-49 showed an estimated ordinary revenue of £19,563,790, towards which Customs and Excise would contribute £11,760,000 and a sum of £2,908,020 was expected from Colonial Development and Welfare grants. Total expenditure was estimated at £22,372,560 giving a small estimated surplus on the financial year of £104,270, including a small estimated revenue from land sales.

Nigeria attained a further degree of financial autonomy when, on the basis of the recommendations of the Conference of African Governors in London in November, 1947, the Secretary of State agreed to further devolution to the Nigerian Government and Legislature of measures of financial control. He retains his general authority over broad financial policy, but is concerned with detail only to the extent necessary to carry out his responsibility for the major issues of fiscal policy, measures against inflation, exchange and currency control, development finance, and loan policy. His interests in these matters are to be secured by consultation and discussion, and his formal control will be exercised only



through his function of advising His Majesty on the assent to the Appropriation Ordinances and other legislation of a financial character. The Legislative Council will now be the authority for expenditure of public funds, and the sanction of the Secretary of State, specified in various Colonial Regulations, is no longer required for the execution of important public works, supplementary expenditure, and the writing off of losses and abandonment of claims.

The volume of Nigerian trade, as measured in value, has continued to expand, and showed an increase of £6,000,000 over the figure for 1947. Much of this increase was due to expansion of imports. Exports on the other hand, were affected by the reduced output of cocoa, due to heavy rains and black pod disease. There was, however, a marked improvement in the quality of the cocoa marketed due to the price policy of the Nigerian Cocoa Marketing Board, and although there was at first natural reluctance to accept the wholesale cutting out of diseased trees as the only effective measure to be taken against swollen shoot, farmers have been brought to realise the vital necessity of this operation. Replanting has been encouraged by an increased subsidy.

There were, on the other hand, increases in the purchase for export of groundnuts, palm kernels and palm oil, the other main Nigerian products. Considerable public attention had been focused on the delay in transporting groundnuts to the coast from the main producing areas in the north, but the arrival in June of 20 of the long awaited railway locomotives from the United Kingdom led to great improvement in the rate of railings, and the tonnage brought to the ports in December was nearly double the monthly figure at the beginning of the year.

In the political sphere the year was marked by growing acceptance of the constitution (inaugurated in 1947) and appreciation of its purpose. There was a general desire on the part of all, save those with the most extreme political inclinations, to participate readily in its working, and to obtain the experience in self-government for which its provisions gave ample opportunity. This tendency was most marked at the two sessions of the Legislative Council held during the year. It had originally been intended that the constitution should remain in force for nine years, and should be reviewed at the end of that period, although limited changes might be effected at the end of the third and sixth years. The progress made by the middle of 1948, was, however, considered so rapid and sound that the Governor in addressing the Legislative Council in August forecast the likelihood of review of the position and the making of further recommendations by a representative body in 1949. Discussion of the lines which such recommendations might follow was taking place at the close of the year.

These various developments, actual and contemplated, are to be considered against a reasonably satisfactory background of law and order. There was in Lagos, however, a serious wave of inter-tribal animosity, stimulated and exacerbated in the local press, which led to the banning of processions and assemblies in public places. The period of tension was not marked by any serious breach of the peace. At Abeokuta the interaction of a number of local influences created political agitation which



died down only with the withdrawal of the Alake, who eventually abdicated. Late in the year there were minor disturbances due to local feuds at one or two other places, but these again only served to emphasise the generally peaceful state of the rest of the country.

Although no political issue of major importance took shape in 1948, there were some important developments in local government. At the beginning of the year Lagos had been the only town administered by a Town Council containing an elected element, but discussions had for some time been proceeding on the appropriate form of administration for Port Harcourt, the second port of the Territory. A general measure of agreement was at length reached amongst the leading responsible elements in the rather heterogeneous town community, and in August the Port Harcourt Township Ordinance was passed, raising the town to the status of a first-class township with a council containing a majority of elected members and a wide electoral franchise (Appendix H). The elected majority is a feature in advance of the present arrangements for Lagos, but it had been announced by the President of the Lagos Town Council (the Commissioner of the Colony) in May that Government proposed to review the town constitution, and proposals from the public were invited. A series of representations was made by a number of organisations and associations, and a draft constitution was being outlined at the end of the year.

Changes of a still more far-reaching nature were being worked out for the Eastern Provinces. The success of "indirect rule" in the Northern Provinces had naturally led, at the time of the amalgamation of Northern and Southern Nigeria in 1914, to the application of the system to the South, but in what were later to become the Eastern Provinces development had always been difficult because the inherent authority of the natural native authorities founded on custom or tradition seldom extended beyond the confines of a family or kinship group. Various administrative experiments had been made, with only a limited degree of success, and at length the urgent necessity of expanded public services brought home realisation of the need to establish local administrative units of wider jurisdiction and more substantial financial capacity. It had been remarked, also, that the opportunities offered by the existing system did not sufficiently attract the more progressive and educated African. Much thought was given to the problem and eventually a Select Committee of the Eastern House of Assembly was appointed to examine the existing local government machinery and to make recommendations for its reform. The Committee had the benefit of a report by Mr. E. J. Gibbons, C.B.E., Senior Resident, who, in the course of his study of the subject, visited Kenya and Uganda to examine the systems of local government in those territories. The proposals of the Select Committee provide, in brief, for the creation, at a level such as that of a Division, of elected Councils, roughly on the County Council model, to which the small existing Native Authorities would become subordinate. It was also proposed that there should be established in the Region a Local Government Board, composed chiefly of non-officials, to advise the Chief Commissioner on local government matters. These recommendations



have been published, and submitted to public discussion and consideration at provincial, divisional, and local authority meetings, and legislation will in due course be drafted on the basis of the greatest common measure of agreement reached.

The Trusteeship Territory of the Cameroons attracted some public attention during the year. As required by Article 88 of the Charter of the United Nations, the annual report on its administration for 1947 was submitted to the Secretary-General of the United Nations, but could not be considered by the Trusteeship Council at its third session in June-August, and it was decided that it be examined at the fourth session in 1949. The Council did, however, consider certain petitions relating to the Cameroons. Two of these related to a claim for the return of certain lands stated to have been acquired by the Germans and alienated during the period of German rule. An investigation was already being carried out by Government to ensure that the local inhabitants had land fully adequate for their needs, but as the petitioners had desired to be heard orally in support of their representations, the examination of the petition was postponed to enable them to attend.

The administrative arrangements for the Cameroons also came under review by the Nigerian Government. The Trusteeship Territory consists of the Cameroons Province in the south, administered as part of the Eastern Provinces, and strips of territory lying between that Province and Lake Chad, and administered as parts of the Benue, Adamawa and Bornu Provinces (of the Northern Provinces) with which they have ethnic, cultural and geographical affinities. It was considered that the particularly backward nature of the Cameroons Province required reorganisation of the local administrative arrangements and it was announced in December that the existing Cameroons Province would be divided into two new Provinces, and that a post of Commissioner for the Cameroons would be created. This officer will be responsible to the Chief Commissioner of the Eastern Provinces for the administration of the part of the Trust Territory in the Eastern Provinces and will act as special representative, whenever required, before the United Nations Trusteeship Council.

The field of administration also provided scope and opportunity for further substantial advance towards self-government for Nigeria. It had long been an aim of Government policy to introduce suitably qualified Nigerians into the ranks of the senior service of Government, as an essential preliminary stage in the development of self-government on a national scale. One of the main difficulties had always been the shortage of qualified applicants, but with the end of the war, the shortage of qualified expatriate staff and the increasing demand for administrative and technical officers made it imperative that a review of recruitment and training policy be carried out. A Commission, on which there was a majority of Nigerians, was set up under the chairmanship of the Chief Secretary to examine the position and make recommendations, and its proposals, which were approved by the Legislative Council and accepted by Government, included a declaration of principle that no non-Nigerian should be appointed to a senior service post unless no suitable and



qualified Nigerian was available, and a comprehensive plan for the training and selection of candidates. By the end of the year 65 more Nigerians had, under this scheme, been appointed to the senior service, in addition to the 172 Nigerians already established therein (details are set out in Appendix F).

Service conditions, and the machinery for their proper consideration, also received much attention, and a system of Whitley Councils, on the United Kingdom model, representative of both senior and junior services, was established towards the end of the year (Appendix G).

On the whole, therefore, Nigeria can look back on the year 1948 as one which brought higher prices for its produce and incentive to improve the quality of its crops; which offered better opportunities for education; which gave the promise of further political advance; and which associated its people, through their representatives, in an increasing degree with the direction of their affairs.

## PART I

### (b) Development and Welfare

THE general development policy of the Nigerian Government was set out in 1945 in a general and comprehensive Ten-Year Plan of Development and Welfare, approved by the Legislative Council early in the following year. It had been realised that, in view of the great size and highly diversified population of Nigeria, it was not possible to do more than indicate a general course of proposed action, which should be subject to periodic review of detail in the light of experience and to the inclusion of any additional projects which might be found necessary.

It was estimated that £55 million would be required for financing the completion of the Plan, and a sum of £23 million was allocated towards this requirement under the Colonial Development and Welfare Act. It was agreed that expenditure up to £17 million could be met from loans raised by the Government of Nigeria, and the balance from Nigerian revenues.

The schemes included in the Plan can be broadly divided as follows:

- (i) schemes necessary to ensure that the people can participate in and take full advantage of the other development schemes; these are the schemes for rural and urban water supplies, for the development of medical and health services, and for the development of education;
- (ii) schemes for the development of communications, improvement of living conditions, and provision of fuel and power;
- (iii) schemes for the provision, extension, or development of services leading to economic betterment, such as the Agricultural, Veterinary and Forestry schemes.

#### ORGANISATION

The formulation of major policy and the general co-ordination of work on the schemes are now the functions of a Development Secretary, who is assisted by a Central Development Board. Area Development Committees have been established for assessing the relative merits and priority of proposals put forward by the 24 Provincial Committees, and for making appropriate recommendations to the Central Board. The function of making of loans and grants to native administrations and approved authorities for local schemes is now, as already described (Part 1(a)) to be devolved on Regional Local Development Boards.

#### GENERAL PROGRESS

The implementation of the Ten-Year Plan has again in 1948, as in previous years, been very severely handicapped by shortages of staff and equipment. These difficulties were fully appreciated by the Parliamentary Select Committee on Estimates, of which a sub-committee visited Nigeria in April in connection with colonial development. It had been intended that some £7,370,000 would be expended on the various schemes



by the end of March, 1948, but in the event it was possible to expend only £3,000,000. The Agriculture, Medical, Electricity and Public Works Departments in particular have been greatly handicapped by lack of qualified men and of materials.

#### INDIVIDUAL SCHEMES

##### *Agricultural Department*

Experiments continued in the growing of rice at the experimental farms at Yola and Maiduguri, with further clearance of bush and building of contour banks. Progress on drainage and irrigation schemes for rice cultivation at Bida and Sokoto and on the poultry development centre at Oyo was held up for lack of equipment. On the other hand, the liming and manure demonstrations in the Eastern Provinces aroused a good deal of local interest, and the area of the demonstrations is being enlarged.

##### *Veterinary Development*

Six of the main cattle routes from the north to disposal markets and rail-heads in the south have been carefully surveyed, and data recorded as regards water, grazing, and tsetse belts. The work of elimination of tsetse foci and improvement of these routes will be taken in hand in 1949. The three centres already established for immunising cattle against rinderpest continued to be popular with cattle owners, while a small supply of the new anti-trypanosomiasis drug M7555 has been received, and further experiments are being carried out at Vom by the manufacturers. A survey is being made of the geographical distribution and seasonal incidence of ticks, and experiments on feeding stuffs and water conservation continue.

##### *Forestry*

The building up of forest reserves again occasioned much survey, enumeration and demarcation work, especially in the Western Provinces, and surveys and experiments were made for fuel schemes to serve the two large towns of Sokoto and Maiduguri, in the most arid parts of the north.

##### *Fisheries*

Some survey and other preliminary work was carried out with regard to the conservation of stocks of fish in inland waters, the development of deep-sea fishing, and the establishment of fish farming.

##### *Technical Education*

The existing plan for promoting technical education in the Northern Provinces is being reviewed, with particular regard to the vast areas and relatively scattered population of that region. The Trade Centre at Kaduna has, however, been appreciated, and its courses in fitting, carpentry and joinery, and bricklaying have given satisfactory results. The Technical Institute at Yaba has again been very popular, and when 40 vacancies in carpentry and cabinet-making were announced, 1,100 applicants answered the advertisement.



### *Medical and Health Services*

The scheme provides for the organisation of hospital services, mass treatment of epidemic and endemic diseases by mobile units, and the establishment of rural health centres. The shortage of staff has, however, held up practical training in the field, and the complete posting of field units, although two field units did good work in connection with relapsing fever in the Katsina Province, and trypanosomiasis, yaws, ulcers, and goitre in Benue Province. An officer of the Liverpool School of Tropical Medicine visited Kumba in the Cameroons, to initiate inquiries into chrysops control, and members of the Yellow Fever Research Institute continued their operations in the same area.

Increased public interest has been taken in the scheme for leprosy control, which now extends over much of the Owerri and Onitsha Provinces. Work has been extended to the Warri and Rivers Provinces, and a survey is to be started in the Northern Region.

### *Town Planning and Village Reconstruction*

Enthusiasm for village re-planning has continued to grow in all regions, with the most notable example at Oporoma in the Rivers Province, where the entire village was demolished and rebuilt by voluntary work. In the Benin Province reconstruction grants are being used for projects such as the provision of reading rooms, market squares, and lorry parks, and a Town Planning Officer has been appointed for Benin City. At Port Harcourt the allocation of plots in one of the two main extension areas has been completed, plots have been cleared and building plans submitted.

### *Electricity*

Progress with various schemes, especially at Enugu and Sapele, was held up by delay in the supply of materials, but there had been an improvement in delivery by the end of the year. At Maiduguri plans for supplying electricity to the town were accepted by the Native Authority, and arrangements have been made for improving the supply to Vom. Work began on the turbine foundations for the first extension to the Port Harcourt Power station, but the Calabar scheme has been postponed pending re-examination of the existing power station foundations. The distribution network at Victoria, in the Cameroons, to be supplied from the Njoke River hydro-electric scheme, was almost completed.

### *Rural Water Supplies*

Although only half the sanctioned mechanical staff could be obtained, some 1,100 wells had been sunk by the end of the year, mainly in the Kano, Katsina and Sokoto Provinces in the north and in Owerri in the east. Over 150 water tanks were completed, chiefly in the Western Provinces and a number of wells rehabilitated.

### *Urban Water Supplies*

Fifteen projects had been designed, and fair progress has been made at Minna, Sokoto, and Abakaliki. Work has still to start at Maiduguri, Ilorin and Owode. Only one-third of the authorised engineering posts could be filled.

### *Textile Development*

The Plan provided for the establishment of eight centres, which would investigate local processes of weaving and train weavers, spinners and dyers in modern methods of production. They were also designed to produce equipment for trainees at reasonable cost. The three centres for the Western Provinces, at Oyo, Ado Ekiti, and Auchi have been completed, and building is in progress on the centres at Aba and in the Kano, Ilorin and Sokoto Provinces. Demonstrations were also given in many of the Provinces. Results from the introduction of new methods of spinning have been disappointing, but the training of weavers has been more successful. The Co-operative Raffia Society at Ikot Ekpene in the Calabar Province sells a large number of its mats in the United Kingdom, and was able to show a large profit for 1947-48. Power-driven looms continued to be a popular form of enterprise in Lagos.

### *Resettlement Scheme*

The Bamenda-Cross River-Calabar experiment in the settlement of farmers from congested areas of the Eastern Provinces in an under-populated tract of the Calabar Province continued to make progress. Since the scheme was started 700 acres of oil palms have been planted. The possibility is being examined of opening up new land for forest utilisation, oil palm production, and subsistence farming.

### *Building Programme*

Despite the continued shortage of staff, which was only 50 per cent of sanctioned strength, and difficulty in obtaining materials, reasonable progress was made with buildings required under the Plan, and out of 58 development works, 12 had been completed and 10 nearly completed by the close of the year. These included the Agricultural School at Ibadan, the Women's Education Training Centre at Kano, the Probationer Nurses' Training School at Aba and the Maternity Hospital at Akure.

### *Development Officers*

Much of the work under the Plan was supervised by Development Officers, of whom some 80 were available during the year. Of these 25 were posted to the Northern Provinces for duties covering resettlement schemes, rural development, road, sawmill and forestry development, investigation of cattle trade routes and tsetse clearance. Fourteen served in the Eastern Provinces and dealt with raffia development, soil conservation, agricultural work, and town planning. Eleven officers in the Western Provinces worked on town planning and rural development. The others were assigned to various Departments.



## PART II

### Chapter 1: Population

No general census has been undertaken throughout Nigeria since April, 1931, when the population was estimated at 19,928,171, inclusive of natives of Nigeria, native foreigners, and non-natives. Estimates of a varying degree of accuracy can be made from annual returns of tax-payers, although such returns have only a limited value as guides to population trends, if only for the reason that women are not subject to direct taxation over large parts of the territory, so that their number, as well as that of children over large areas, can only be estimated roughly. The native population of Nigeria is certainly increasing, and figures for the Northern Provinces, based on the annual tax count, showed an increase of nearly three per cent over the figures for 1947, even leaving out of account the nomadic Fulani cattle owners. An estimated total figure for Nigeria in the last pre-war year was 20,588,840, and an estimate prepared for 1948 by the Department of Statistics gave a figure of 24,070,000 for Nigeria, with 1,005,000 for the Cameroons.

The predominant type in the population of Nigeria is that of the "West Coast Negro". As might be expected, this is to be found with greatest uniformity and least dilution in the heavily timbered country of the south-east, where overland migration has always been difficult and unattractive. In the north and west other stocks have mingled with the substratum, and in some regions overlaid it—if, indeed, it was originally present there. The Fulani and Shuwa Arab, for example—the former widely but thinly distributed north of the forest zone, the latter practically confined (in Nigeria) to the neighbourhood of Lake Chad—represent types very far removed from the Negro, and may be roughly described as "Mediterranean" and "Semitic" respectively. It should be added that there are many conflicting theories as to the origin of the Fulani, and that all that is certainly known is that their ancestors spread westwards between the desert and the forest, reaching Bornu from Melle in the fourteenth century, and that they are to be found today in scattered communities over the whole of the Western Sudan, from Cape Verde to the Kordofan. Between the extremes represented by pure Fulani, Arab and Tuareg on the one hand and the Forest Ibo on the other there exists a great variety of physical type, language and culture, the result of long and extensive intermingling of immigrant stocks, such as Berber, Bantu and Nilotic Negro, and in all but a few areas it is impossible to draw definite lines of ethnic demarcation.

The term "tribe" is highly misleading as applied to the peoples of Nigeria, inasmuch as most of the groups on which it is commonly conferred lack both self-consciousness and political focus as such, and often



include a considerable diversity of ancestral stocks. For descriptive purposes, however, it has been customary to list certain major groups in most of which the distinguishing characteristic is language; some of these are localised, and in a few there is physical homogeneity and belief in a single derivation. But neither political nor ethnic ideas should in general be attached to such categories, for in Nigeria scientific ethnography is possible only as a product of the closest study and correlation of local histories, traditions and culture, and language is often fallacious as a guide to racial affinities. The strength of the four main linguistic groups as shown by the 1931 census was: Hausa 3,604,016; Ibo 3,172,789; Yoruba 3,166,154 and Fulani 2,025,189. Four other groups—the Kanuri, the Ibibio, the Tiv and the Edo—showed census figures varying between 1,000,000 and 500,000, whilst the number of Nupe was shown as 326,017 and that of Ijaw as 156,324.

The Hausa are simply a linguistic group, consisting of those who speak the Hausa language as their mother tongue and do not claim Fulani descent, and include a wide variety of stocks and physical types; the greater part of this group is found in the northern emirates. The Fulani are intermingled with the Hausa and include all who claim descent (often only in the male line) from the true Fulani stock, which is today preserved only amongst the nomadic herdsman ("Cow Fulani") and a minority of settled communities which have escaped intermarriage with the indigenous people. A majority of those listed as Fulani speak the Hausa, not the Fulani, language as their mother tongue. The Kanuri, largely localised in the Chad basin, are a linguistic group, but have more physical homogeneity than either of the two already mentioned, and a political focus in the ancient kingdom of Bornu. The Tiv may properly be termed a "tribe", for they form an almost solid block occupying a limited region on the lower Benue, have a conspicuous uniformity of language and physique and believe themselves to represent a fairly recent immigration from the south-east; moreover, they possess the germ of political unity, which is being sedulously fostered under their present administration. The Nupe are partially localised in the valley of the River Niger above its confluence with the Benue, and, like the Hausa, are a linguistic group including various stocks and dialects and, since the Fulani conquest, divided amongst a considerable number of states.

The remaining groups, all linguistic, belong to the Southern Provinces, except a considerable minority of the Yoruba resident in the south-western part of the Northern Provinces. Edo (or "Idu") is the native name for Benin, and has been applied to those who speak the language of that place, the seat of a powerful dynasty which has at one period or another dominated most of the "Edo-speaking people" or their ancestors. None of the other groups mentioned preserves any recent tradition of political unity, and both Ibo and Yoruba, especially the former, include a diversity of physical types, while many Ibo dialects differ so much amongst themselves as to be practically distinct languages. Yoruba, however, is spoken with some uniformity throughout the ancient kingdoms of the south-west, and with the spread of literacy is developing a



literature of its own. The Ibo-speaking peoples form an extensive and fairly solid block immediately to the east of the lower course of the Niger, but, like their neighbours, the Ijaw on the south-west and the Ibibio on the south-east, seem never to have developed any political organisation higher than that of the town or small group of villages.

In addition to the 10 listed above, there is a very large number of minor linguistic groups, some comprising tens of thousands of individuals, others limited to single villages. These together account for the balance of 4,683,044 (1931 census) not included in the 10 main divisions of the population. Many of these minor groups still vigorously preserve their distinctive languages and customs, but with improved communications there is a growing tendency towards assimilation, particularly in the north by reason of the spread of Islam and the Hausa language. Throughout the greater part of the Northern Provinces Hausa is the language of the markets and trade routes, and, like Swahili in East Africa, but to a more limited extent, is becoming the lingua franca of that region.

Whilst the registration of vital statistics is compulsory in certain townships in the Protectorate, and is also undertaken with varying success in a number of Native Administrations in both the Northern and Western Provinces, a fair standard of accuracy has been attained so far only in Lagos where registration has been in operation since 1867. The available Lagos figures indicate that between the two past wars a fall in the death-rate has taken place from 30 per 1,000 to 20 per 1,000, whilst the birth-rate has remained fairly constant at about 24 per 1,000. Infantile mortality fell during the same period from 285 to 123 per 1,000 live births and the percentage of still to live births fell from 5.6 to 3.4.

The only important general population trend which has taken place during the war years has been a steady drift to Lagos and Ibadan and to certain other towns, particularly in the Western Provinces. This was accentuated by heavy demands for labour on military works, but the main reason is undoubtedly the attraction of higher wage rates and increased social amenities in the towns with which, owing to improved communications, the peasant is now becoming increasingly familiar.

The drift to the towns in 1948 was again less marked in Lagos, owing to the restrictions placed on the registration of workers to prevent overcrowding by the influx of people from the provinces seeking work. At the same time there is still a tendency for the younger men from the southern parts of Kabba and Ilorin Provinces to seek their fortunes further southwards, and labourers of southern origin have been found moving in increasing numbers to towns such as Minna. The tendency for hill pagans to seek better farmland on the plains continues, and is especially noticeable in Adamawa Province, and families who emigrated from Bauchi Province after the poor harvest of 1946 are returning.



The population of the main towns has been estimated as follows:

Colony . . .	Lagos . . .	250,000
Northern Provinces:	Kano . . .	102,064
	Ilorin . . .	52,949
	Maiduguri . . .	42,819
Western Provinces .	Ibadan . . .	335,500
	Iwo . . .	86,000
	Ogbomosho . . .	84,500
	Oyo . . .	79,000
	Oshogbo . . .	64,000
	Abeokuta . . .	54,000
	Ede . . .	51,000
	Iseyin . . .	48,000
	Ife . . .	45,000
Eastern Provinces .	Onitsha . . .	60,000
	Port Harcourt . . .	45,000
	Enugu . . .	40,000

## Chapter 2: Occupations, Wages and Labour Organisation

Nigeria is still very largely a country of peasant farmers. Whilst no accurate figures are available showing the numbers actually engaged in the various branches of agriculture, it can safely be stated that the great majority of both the male and female working population are so employed.

This overwhelming predominance of agriculture as the source of livelihood should not, however, be allowed to obscure full appreciation of the growth of wage-earning employment both in Government services, such as the Railway, the Colliery, Public Works and Posts and Telegraphs, and in the service of private firms. There are extensive tin mines in the Plateau Province, a factory producing cigarettes, one or two soap factories and weaving enterprises on a small scale. In addition, gold is being won in the Ife-Ilesha district of the Oyo Province, and the scientific examination of Nigeria's gold prospects, with a backing of adequate capital, is starting for the first time as a result of the grant of special exclusive prospecting licences to a number of interested industrial concerns.

Attempts have been made to secure the return of labour statistics by employers without very satisfactory results. Reasonably accurate figures have, however, been obtained in respect of employers employing 10 or more employees, but there are no records existing of employees in

smaller businesses. The available figures, by areas, are set out in the following table:

<i>Area</i>	<i>Ex-servicemen employed</i>	<i>Civilians employed</i>	<i>Total</i>
Northern Provinces	9,474	71,444	80,918
Eastern Provinces	7,883	54,112	61,995
Western Provinces	4,074	46,987	51,061
Lagos	6,001	47,102	53,103
Cameroons	1,206	24,117	25,323
	28,638	243,762	272,400

Government continues to be the largest employer of labour in the country. Its labour rates are based on the report of a committee set up to recommend consolidated wage rates and cost-of-living allowances for employees not coming within the purview of the Harragin Commission. Labour is now, for wage purposes, divided into the three categories of general labour, special labour, and skilled artisans, and the country is divided into six geographical areas. Rates for the various categories are prescribed for the different areas, and were made retrospective to 1st January, 1946. Rates vary from 9*d.* to 2*s.* 7*d.* per day for general labour, and from 1*s.* 1*d.* to 3*s.* 6*d.* per day for special labour according to locality, while artisans receive from 4*s.* 6*d.* to 8*s.* per day according to grade, with various rates of increment. During 1948 some modifications were made in the grouping of areas, resulting in increased wage scales for the workers affected. Some increases in general labour rates were also made by some private employers, notably the Cameroons Development Corporation and the United Africa Company. The main European commercial firms pay wages comparable with those paid by Government but considerably lower rates are often paid by small business firms and contractors. There are also certain occupations for which a minimum wage rate has been prescribed on the recommendation, after inquiry, of a Labour Advisory Board.

The standard working week for industrial employees is still one of 45 hours, although there are several occupations which work longer hours. A demand for a standard working week of 40 hours was made by the Federation of Government and Municipal Non-Clerical Workers' Unions, and an inquiry was held by Mr. Gorman, K.C., the Recorder of Liverpool, in November. He did not agree with the main claim and arguments of the Federation, but recommended that the hours of work of certain non-shift workers be reduced from 45 to 44. This recommendation has since been accepted.

#### COST OF LIVING

The continuous rise in prices of all imported merchandise and provisions during the war, coupled with representations made to Government by the Association of European Civil Servants of Nigeria, led in 1943



to an attempt to compute a cost-of-living index for those officials working in Nigeria whose homes were overseas. Difficulties were rapidly encountered by the investigating committee. In the case of married men, since the maintenance of two homes is involved, the cost of living in the United Kingdom had to be considered; and in the cases of both single and married men the cost of living in Nigeria varies enormously from station to station. If, in addition to Government officials, a cost-of-living index for non-indigenous persons in general had been attempted, it would have been still more complicated by the different national characters, the wide range of incomes (£400 to £2,500 for officials and for non-officials in many cases much in excess of £2,500 per annum) and the variations in social status of people accustomed from birth to very different standards of living. The investigating committee, on examining replies to a questionnaire circulated to Government officials, ultimately found that it was impossible to produce accurate "weightings" of expenditure patterns, due to enormously varying interests, personal commitments and customary standards of the officials. It was, however, considered reasonable to deduce from the facts given that a single man in 1939 could live comfortably on £200-£375 a year, according to locality. It is estimated that the minimum cost of living in Lagos now for a single man is £375-£400 per annum.

There are no accurate available figures of the cost of living of local workers. The preparation of a cost-of-living index for the local workers of Nigeria has always been fraught with difficulties; the problem is not one, but many. The enormous area involved—some 370,000 square miles—the diverse types of the peoples and their widely varying expenditure patterns, the different rates of pay according to the Department of Government and the part of the country concerned, all combine to make the computation of an accurate index impossible without an elaborate programme of field work.

#### THE DEPARTMENT OF LABOUR

There was an increase in the size and work of the Department of Labour during the year. An employment exchange was opened at Jos for the registration and control of labour in the tin-mining industry of the Plateau Province, thus bringing the total number of registration offices in the country to six.

One of His Majesty's Inspectors of Factories, who had had previous colonial experience, was appointed in May as a Senior Labour Officer to undertake the preliminary drafting of a Factories Ordinance suitable to conditions in Nigeria and to advise as to the administrative arrangements necessary, in due course, to enforce its provisions. As a first step the Senior Labour Officer conducted a comprehensive survey of the industrial establishments in the country.

The application of the minimum wage law was extended by new Orders in Council laying down minimum wages and conditions of employment for unskilled and task workers on the Plateau Minesfield and for various classes of workers in the motor industry in Lagos and the Colony. The Orders in Council are discussed in greater detail elsewhere in this report



but it may be mentioned here that a Wages Inspectorate has now been established on the Plateau Minesfield with the object of ensuring the observance of the new law in that area.

Following inquiries by the Labour Advisory Board, recommendations have been made for the fixing of minimum wages in the retail trade, private domestic service and the catering trade in Lagos and the Colony. These are now under consideration by Government. An inquiry is being conducted by the Board into the building and civil engineering trades in the same area. The setting up of a Labour Advisory Board to inquire into the working conditions in the timber industry of the Western Provinces has been provisionally approved.

The Trade-Testing Branch of the Department continued to perform its function of assessing the skill of craftsmen claiming knowledge and experience in various trades, and of supplying the employment exchanges with reliable guides regarding the skill and ability of those seeking employment. Increased trade-testing facilities have been provided in consequence of the increasing popularity of the trade-testing scheme among workers and employers alike, and a total of 563 men were tested during the period under review.

The Industrial Relations Branch of the Department was largely concerned with conciliation in trade disputes and improving, or encouraging the formation of, negotiating machinery in the various industries. A number of consultative committees have been formed through its efforts and these, together with the Whitley Councils which have recently been established in Government service, should result in considerable improvements in industrial relations throughout the country.

The Department is also responsible for supervising operation of the terms of the treaty made in 1942 to safeguard the interests of Nigerian labourers who had contracted themselves to work in the neighbouring Spanish island of Fernando Po. An officer of the Labour Department is stationed in the island as Vice-Consul, to act on behalf of the labourers.

The Staff Training Scheme continues to progress satisfactorily. The scheme now includes the training of the Department's staff stationed outside Lagos although this involves many difficulties, of which transport and the release of staff are not the least. Limitations are inevitable, as there is only one Staff Instructor available for the staff of the Department as well as for officers of other Departments who require training in labour matters. During the year under review a four months' course of instruction was arranged for candidates selected for appointment as Assistant Labour or Personnel Officers in some of the large labour employing Departments of Government. Six candidates took the course.

There was a substantial improvement in the staff position with the appointment during the year of seven new Labour Officers, two Labour Inspectors and four Exchange Managers. Two of the Labour Officers, one of the Exchange Managers and the two Labour Inspectors were appointed from the rank of Assistant Labour Officer. This improvement has made it possible for new Labour Offices to be opened in the Northern Provinces and the opening of an office at Ibadan in the Western Provinces is also contemplated.



## TRADE UNIONISM

Thirty-two trade unions were registered under the Trade Unions Ordinance, bringing the total number of unions functioning at the end of the year to 124, with a recorded total membership of 89,345. Interest continues to be shown in the regrouping and reorganisation of unions on a craft and industrial basis and during the period under review five registered trade unions amalgamated to form a single union of building workers.

At the close of the year there were six registered trade unions with a membership of over 5,000, 11 with a membership of more than 1,000 but less than 5,000, seven with a membership of more than 500 but less than 1,000 and 100 with a membership of less than 500.

There were indications of a general improvement in the membership and financial position of trade unions following the major revision of wages effected in 1947 as a result of the recommendations of the Harragin Commission and the Miller Committee—recommendations which, although concerning Government employees only, induced private employers to improve their wages and conditions also. The Secretary-General of the Trades Union Congress of Nigeria, who had been studying in the United Kingdom with a scholarship awarded by the British Trades Union Congress, completed his course and returned home during the year. He made proposals for a complete reorganisation of the Nigerian Trades Union Congress and these received the approval of the Congress at its last annual conference held in December. A grant by the British Trades Union Congress of £110 to assist this reorganisation was much appreciated.

As a result of the investigations made by Mr. T. M. Cowan of the Ministry of Labour and National Service, three Whitley Councils have been set up for Government services as follows:

- (a) Senior Whitley Council covering the senior service; and
  - (b) Junior Whitley Councils "A" and "B" covering the junior service.
- Full details of these Councils are given in Appendix G.

The second Trade Union Summer School was held in Lagos in January and 92 students from 32 unions attended the course. Students came from as far afield as the Cameroons, and the lectures, which were mainly given by leading Africans, covered industrial relations, trade unions and the press, trade unions in African society, the Trades Union Congress of Nigeria, trade union organisation, trade unions and Government Departments, and co-operative societies and the trade unions.

An important development in training facilities was marked by the introduction, towards the close of the year, of a scheme whereby trade unionists may be awarded Government scholarships for the purpose of undertaking trade union studies in the United Kingdom. Under the scheme, six scholarships will be awarded annually to cover the following:

- (i) a full course of study, lasting one year, either at Ruskin College, Oxford, or at the London School of Economics, to be followed by about three months' practical training under a British trade union; or

- (ii) a short course of practical training lasting from six to nine months under a British trade union, to include if possible a course of lectures on trade unionism and visits to industrial establishments.

Two scholarships will be awarded in respect of the first course, and four in respect of the second.

#### INDUSTRIAL DISPUTES

During the year a new outlook was shown by trade unions in the matter of industrial disputes. Many disputes were resolved by negotiations between employers and employees and in only a comparatively few cases were other methods adopted.

Twenty industrial disputes resulted in strike action and involved about 7,375 workers. The longest strike lasted 13 days while the others lasted for periods varying from two to seven days. Ten of these disputes were due to demands for wage increases and the others were mainly concerned with action taken or demanded regarding overseers or fellow workmen.

Three disputes which were settled by arbitration involved the following parties:

- (i) The Railway Workers' Union and the Nigerian Railway Administration.
- (ii) The Railway Station Staff and the Nigerian Railway Administration.
- (iii) The Nigerian Mercantile Shipping Workers' Union and the United Africa Company Limited.

The dispute involving the Railway Workers' Union and the Nigerian Railway was caused by a demand for an increase in wages and for the regrading of certain classes of workers. The claim was conceded in regard only to some of the workers affected.

The dispute involving the Railway Station Staff and the Nigerian Railway arose out of demands for regrading and grant of special salary for certain station staffs, and the abolition of the post of assistant shunter. The arbitrator awarded only part of the claims made.

The Nigerian Mercantile Shipping Workers' Union and the United Africa Company, Limited, went to arbitration as a result of the union's claim for the payment of overtime allowance with retrospective effect from 1st January, 1946. The arbitration tribunal was of the opinion that the claim lacked substance and therefore made no award.

Another dispute of significance involved the Federation of Government and Municipal Non-Clerical Workers' Unions and the Nigerian Government regarding the standard working week of its constituent unions, who sought a reduction in hours to 40. As already described, a Board of Inquiry rejected the demands for the establishment of a 40 hour week, but recommended that there be a reduction in the hours per week from 45 to 44 for certain grades of non-shift workers in the Agricultural, Electricity, Marine, Medical, Posts and Telegraphs, Public Works and Railway Departments.



## LABOUR LEGISLATION ENACTED DURING THE YEAR

The Labour Code Ordinance was amended twice during the year. The first amendment sought to check the employment of unregistered workers and to ensure the maintenance by employers of daily records of persons employed, and the second amendment clarified certain sections of the main Ordinance, and removed defects found in its working.

Industrial health was the subject of Labour Health Regulations laying down minimum standards of housing, health, and general amenities in the labour camps of the Northern Provinces. They were designed to improve, in particular, the living conditions of minesfield workers on the Plateau, as most of them are not indigenous to the area.

As the result of inquiries by Labour Advisory Boards, wages and general conditions of employment were prescribed by Order in Council for unskilled labourers in the tin-mining industry, and for persons employed in the motor industry in Lagos and the Colony.

The compulsory registration of employers and industrial employees was extended to the areas covered by the employment exchanges at Benin, Sapele and Jos, and to the motor industry in Lagos and the Colony.

Rules were also framed to provide for the better working of workmen's compensation measures, by requiring employers and insurers to render returns at six-monthly intervals, giving details of accidents and workmen injured and the compensation admitted and paid.

## Chapter 3: Public Finance and Taxation

## REVENUE AND EXPENDITURE

As this report was compiled before the close of the financial year 1948-49, the detailed information given in this chapter relates to the fiscal year 1947-48. It is, however, appropriate to mention the regionalisation of finance, which followed from the terms of the new constitution of 1946 and was first put into effect in the financial year 1948-49. The broad principles in accordance with which regionalisation has been effected are, in brief outline, that the Regional Houses in each of the three regions arrange and control the expenditure of revenue voted to them by the Central Government, to which all Government revenue collected throughout the whole of Nigeria accrues. Services and works which by their nature are more properly and advantageously made subject to local control are provided for in the regional estimates of expenditure, while services and works such as Posts and Telegraphs, Railways, Customs, etc., which by their nature demand a direct and unitary control throughout the whole of Nigeria, are a charge upon the Nigerian (i.e. Central) estimates of expenditure. Full details of the working of these arrangements are set out in Appendix A.

During the financial year 1947-48, however, the comparative statements of revenue and expenditure which are published monthly in the

Nigeria Gazette continued to reflect all Government expenditure, including such expenditure as has since become a regional liability. Ordinary revenue and expenditure during 1947-48 amounted to £17,442,691 and £16,032,038 respectively (see Appendix J). The increases which have taken place in both revenue and expenditure in recent years reflect the increased cost of public services and the higher rates of direct and indirect taxation which it has been necessary to impose in order to provide for this increased cost.

In 1947-48 excise and export duties provided 52 per cent of the revenue and direct taxes 21 per cent. Both these items have shown increases throughout recent years (see Appendix K). Interest, largely contributed by the Railway in respect of Capital Works Expenditure financed from Nigerian Loan and General Funds, provided six per cent of the revenue, the balance being made up of such items as licences, mining royalties, fees of court or office and earnings of Government Departments.

Expenditure on certain public services in recent years is shown in Appendix L. £961,472 was received from the Imperial Government for development schemes under the Colonial Development and Welfare Act in 1946-47.

#### PUBLIC DEBT

All Nigerian loans, other than the local loan recently floated, are quoted on the London Stock Exchange. Those outstanding at 31st December, 1948, are listed below:

<i>Amount Outstanding</i>	<i>Description of Stock</i>
£	
6,363,226	Nigeria 6% Inscribed Stock 1949-79
4,263,373	„ 5% „ „ 1950-60
4,188,000	„ 3% „ „ 1955
5,700,000	„ 4% „ „ 1963
300,000	„ 3½% Registered „ 1956-61
1,250,000	„ 2½% Inscribed „ 1966-71
<hr/> 22,064,599	

Early in 1947 the Nigeria 5 per cent Loan 1947-57 of £4,250,000 reached maturity. It was decided to redeem this loan at the earliest opportunity in order to take advantage of the favourable conditions then obtaining on the London money market.

#### ASSETS AND LIABILITIES

The balance sheet of Nigeria as at 31st March, 1948, showed an excess of assets over liabilities of £8,999,624 and also a Reserve Fund of £1,500,000 and a Supplementary Sinking Fund of £2,058,588.

#### DIRECT TAXATION

Two forms of direct taxation are in force: viz. income tax and general tax. The Income Tax Ordinance provides for payment of a graduated



income tax by non-natives throughout Nigeria, and natives in the Township of Lagos; and a flat rate by all companies. The rates in force during 1947-48 were the same as for 1946-47, viz:

<i>Chargeable Income</i>				<i>Rate of Tax</i>	
				<i>s.</i>	<i>d.</i>
For every pound of the first	£200	.	.		4½
„ „ „ next	£200	.	.		9
„ „ „ „	£200	.	.	1	1½
„ „ „ „	£200	.	.	1	6
„ „ „ „	£400	.	.	3	0
„ „ „ „	£800	.	.	4	6
„ „ „ „	£1,000	.	.	6	0
„ „ „ „	£1,000	.	.	7	6
„ „ „ „	£1,000	.	.	9	0
„ „ „ „	£5,000	.	.	11	3
„ „ „ exceeding	£10,000	.	.	15	0

There are special rates for incomes which do not exceed £50.

Early in 1948 an arrangement was concluded with H.M. Government for the avoidance of double taxation. The main result of this arrangement, which is in line with similar arrangements concluded by H.M. Government with the United States of America, Canada, Australia and certain Colonies, is that the profits of a British trading concern having a permanent establishment in Nigeria will bear the full rate of the Nigerian companies' tax, the burden of relieving the resultant double taxation being borne by the United Kingdom. The arrangement is retrospective to April, 1946.

The yield from income tax has increased progressively since its introduction in 1940, the apparent decline in 1946-47 being due to the fact that an exceptional amount of arrears was collected in 1945-46:

*Revenue Derived from Income Tax: Individuals and Companies*

	£
1939-40 . . .	99,141
1940-41 . . .	280,737
1941-42 . . .	565,805
1942-43 . . .	864,421
1943-44 . . .	1,517,283
1944-45 . . .	1,370,714
1945-46 . . .	2,496,644
1946-47 . . .	2,004,721
1947-48 . . .	3,292,116

Natives outside the Township of Lagos pay a general tax in accordance with various forms of assessment. Political, social, and economic conditions prevailing in each locality are so diverse that a variety of methods is unavoidable, ranging from the individual assessment of wealthy traders in large towns to a flat rate in backward areas.

There are in the Northern Provinces seven main methods of assessing general tax:

- (i) *Locally distributed Income Tax.* This is the most general method, being applied to perhaps nine-tenths of the population. The unit of assessment is the village. As and when opportunity offers, Administrative Officers prepare detailed Assessment Reports, based on a close investigation of selected areas, in respect of the average yield per acre cultivated, market price of produce, annual value of livestock and earning capacity of tradesmen and craftsmen. A total income for the unit is computed from these statistics and a certain percentage (not exceeding 10 per cent) is fixed as the total tax payable by a unit. The village head is informed of the total tax assessment of his area and apportions it, in consultation with his council of elders, according to the ability to pay of individual taxpayers. (This method of apportionment is, of course, very similar to the method followed for centuries in England, when the cost of services and works of local benefit had to be collected from the people.)
- (ii) *Poll Tax.* In some backward areas, where the village headman is not equal to the responsible task of apportioning a total as between individual taxpayers and where the differences in individual wealth are small, a flat rate is payable by every taxpayer.
- (iii) *Tax on ascertainable incomes.* The employees of Government, the Native Authorities and commercial firms who have definitely ascertainable incomes are assessed at the rate of 4*d.* in the pound up to £72 and 6*d.* in the pound on that portion of their income over £72 per annum.
- (iv) *Wealthy Traders' Tax.* In all large towns a number of well-known wealthy traders are excluded from the ordinary census made for the purpose of assessing tax by method (i). Examination is made of the wealth of these individuals from year to year and their tax is individually assessed. The income of these traders, who do not keep books of account, is by no means easily ascertainable and it is for this reason that they are not classed for assessment under method (iii).
- (v) *Mines Labour Tax.* In mining areas where there is a large and to some extent shifting labour force, a tax of 4*d.* a month is payable by employees on wages of up to 4*s.* a week; a tax of 6*d.* a month is payable by employees on wages over 4*s.* but not exceeding 7*s.* a week; clerks, artisans and headmen whose wages are more than 7*s.* a week are assessed under method (iii). This tax is collected by the mining company's paymaster at the time the labour is paid and is remitted by him to the district head concerned.
- (vi) *Strangers' Tax.* In areas where community assessments are made by method (i), strangers or immigrants not included in the annual census are assessed by the District or Village Head concerned according to their apparent wealth, the tax payable by them being additional to the amount of the original community



assessment. In the areas in which (ii) is employed, they pay the poll tax.

- (vii) *Land Revenue Tax*. This is based on a detailed assessment of the average productivity per acre in each revenue survey district. Up to date it has been applied only to five densely populated districts in the neighbourhood of Kano City.

In the Western Provinces quite different arrangements prevail; there are no community assessments, and broadly the system is one combining a flat rate with an income tax. The following types of tax are at present levied:

- |                             |  |
|-----------------------------|--|
| (a) Flat Rate               |  |
| (b) Income Tax Rate         |  |
| (c) Trade Taxes             | } Levied in the Oyo and Ijebu<br>Provinces only. |
| (d) Tax on unearned incomes |  |

The rates at which the flat rate is chargeable vary from 7s. (Abeokuta Province) to 10s. (certain areas of Ondo, Oyo and Ijebu Provinces). This is chargeable on income below a certain maximum (£24-£30) and is payable by all adult males. Income tax is payable by adult males whose incomes exceed the maximum at which flat rates cease to be payable.

The trade taxes still in force in the Oyo and Ijebu Provinces are payable, in addition to the flat rate, by persons engaged in certain trades, e.g. blacksmiths, goldsmiths, cattle dealers, etc. Rates differ as between trades. These taxes are now somewhat anomalous and in practice, especially in Ibadan, have almost ceased to exist, since all tradesmen who are assessed for income tax are exempted from the trade tax. In the Oyo and Ijebu Provinces, there is also levied a tax of 5 per cent and 2½ per cent respectively on unearned income, that is income derived from rents, securities, etc., such incomes not being included in the income under which the individual is assessed to pay tax.

The methods of assessment are not uniform in detail throughout the Western Provinces, but the same principles apply everywhere and the system may be briefly described as follows:

- (i) Nominal rolls of all taxpayers are prepared and retained in the Native Administration tax office. These are revised annually and it is the duty of village and quarter heads to ensure that all the amendments are notified. The nominal rolls form the basis for computing the amount of flat rate of tax payable by each quarter or village.
- (ii) Assessment committees are appointed for each town or village group and are responsible for assessing individuals liable under income tax rates. A return of income is demanded from each individual and forms the basis for assessment. Assessment committees also make such inquiries as they think fit regarding the traders, contractors and others not directly employed who carry on independent businesses.

In the Eastern Provinces the system of assessment is similar to that in the Western Provinces to the extent that there are no community

assessments and the flat rate and income tax are the two methods by which the Direct Taxation Ordinance is applied. The great majority of taxpayers pay a flat rate. In recent years, however, increasing emphasis has been laid on the need for progressive improvement in the number and accuracy of assessments on ascertained annual incomes. In making these individual assessments, the general practice is for assessment committees of the Native Authorities to furnish to the District Officer a list of persons whom they consider to be in receipt of ascertainable incomes which justify a rate greater than the flat rate. Only in rare cases has it become the practice to call for written returns of income, and ascertainment of income and assessment proceed in accordance with such methods as commend themselves to the tax collection authorities or their assessment committees.

An interesting experiment is being made in certain areas to relate the tax payable more closely to the means of individual taxpayers. It is based on the assumption that there are a large number of taxpayers whose incomes, though unascertainable on a strictly individual basis, would enable them to pay more than the basic rates assessed for their communities. The intention is to apply a scale which will proceed by intervals of, say, one shilling to a maximum above which there could be individual assessments and to group the taxpayers accordingly. This places on the Native Authorities the important responsibility of distinguishing between the various levels of prosperity among those who at present pay a uniform flat rate. This experiment is being tried in a few areas of the Cameroons and Onitsha Provinces.

### *Collection of Direct Tax*

The main fact about the collection of direct tax is that the native authorities of Nigeria are the machinery for its collection. The chain of authority characteristic of the northern system of native administration, and the fact that the most usual procedure is that of community assessment, makes the collection of tax in the north a relatively simple and straightforward process. In the Eastern Provinces the normal method of ensuring that each taxable male pays his tax is for the Native Authority to require the tax collectors, who in the majority of cases are the persons whom each family puts forward as its representative for this purpose, to furnish a nominal roll of all taxable males in the family or other unit. These nominal rolls are checked by the Native Administration staff and submitted for the District Officer's approval, inquiries being made, often by a committee of the Native Authority appointed for the purpose, in cases where there is reason to suspect inaccuracies. When the rate is settled the tax collector receives a demand note signed by the District Officer requiring him to collect from a specified number of persons the tax at the basic rate. The collector then collects from each man in his roll and gives him a numbered receipt. The demand note normally contains the details of individual assessments of tax on the ascertained incomes within the family or other unit for which the collector is appointed. The arrangements in the Western Provinces for the collection of the flat rate tax are similar, although the collectors appointed by the collection



authority are usually members of that authority. In the case of tax on individually assessed incomes, demand notes are issued to each individual liable to pay and he then pays direct to the Native Administration tax office or to the local tax clerk. In certain districts, e.g. Abeokuta and Ibadan, income tax may be paid by instalments.

*Jangali*, a capitation tax on cattle belonging to nomad herdsmen, is levied almost entirely in the Northern Provinces.

The general tax is shared between the Government and the Native Administrations, the actual amounts accruing to Government during 1947-48 being £348,700.

#### CUSTOMS TARIFF (SUMMARISED)

The First Schedule to the Customs Ordinance, 1942, enumerated articles on which import and export duties are imposed, together with articles that may be imported free of duty. During the latter part of 1947 a Tariff Advisory Committee was inaugurated to consider the general framing of the Customs Tariff Schedules made under the Customs Ordinance. Arising out of these discussions, Government made several minor amendments and took the opportunity to make several more important amendments which came into force on 6th March, 1948.

The more important features of these amendments were as follows:

- (a) The consolidation of the 25 per cent surcharge on specific goods into a basic rate by up and down grading into a convenient round figure.
- (b) The raising of the basic *ad valorem* duty rate from  $16\frac{2}{3}$  per cent to 20 per cent except in a few classes of apparel.
- (c) An improved arrangement of the Exemption Schedule.
- (d) The increase in the export duties of the main items of produce.

Less important amendments were the alteration of the basic method of collection of duty on motor vehicles from a flat specific rate to an *ad valorem* rate on a weight basis with a consequent increase in duty, the increase of duty on spirits and tobacco, the imposition of a duty on bags and sacks and the addition of certain new items to the Exemption Schedule. The amendment to the import schedules may be expected to have caused a general increase in imported goods of approximately 4 per cent.

Examples of rates in force on 31st March, 1948, are as follows:

#### *Import Duties*

Wearing apparel (shirts, sing- lets, boots, shoes and socks)	$16\frac{2}{3}$ per cent <i>ad valorem</i> or specific rates.
Bicycles . . . . .	15s. each.
Clocks and watches . . . .	1s. 3d. each or 20 per cent <i>ad valorem</i> .
Motor cars . . . . .	10s. per 28 lb. net weight.
Motor lorries . . . . .	£6 5s. 0d. each.
Motor spirit . . . . .	10d. per gallon.
Toilet preparations . . . .	$66\frac{2}{3}$ per cent <i>ad valorem</i> .
Provisions . . . . .	20 per cent <i>ad valorem</i> or specific rates.
Brandy, gin, rum and whisky .	£3 15s. 0d. per gallon.

Other spirits . . . . .	£3 15s. 0d. per gallon or 66 $\frac{2}{3}$ per cent <i>ad valorem</i> .
Tobacco—unmanufactured . . . . .	4s. 3d. per pound.
Cigars . . . . .	£1 per hundred.
Cigarettes . . . . .	£3 per thousand or £1 6s. 0d. per pound.

Exemptions from import duties include advertising matter, aircraft, goods imported by the British Overseas Airways Corporation and similar corporations, and for the service of Government Departments and Native Administrations, mosquito nets and agricultural, mining, water-boring and industrial development machinery. Approximately 66 per cent of Nigerian import duty is derived from tobacco, salt, spirits, piece-goods and petroleum products.

### *Export Duties*

At 31st March, 1948, the export duties in force were:

Cocoa . . . . .	£6 10s. per ton.
Palm kernel oil . . . . .	£2 per ton.
Palm kernels . . . . .	£2 per ton.
Palm oil . . . . .	£3 per ton.
Tin . . . . .	6s. 8d. per ton.
Fresh Bananas . . . . .	3d. per count bunch.
Dry Bananas . . . . .	2d. per 10 lb.
Cattle Hides . . . . .	£19 per ton.
Sheep skins . . . . .	£33 per ton.
Groundnuts . . . . .	£2 10s. per ton.

### *Excise Duties*

These are levied on locally manufactured cigarettes.

### *Licences and Stamp Duties*

The revenue derived from licences and stamp duties in the year 1947-48 was as follows:

	£
Licences: Arms and Ammunition . . . . .	4,154
Boat and Canoe . . . . .	1,542
Forestry—General . . . . .	1,207
Game . . . . .	352
Goldsmiths and Gold Dealers . . . . .	505
Liquor . . . . .	8,245
Motor Vehicles and Drivers . . . . .	239,446
Storage of Petroleum . . . . .	1,261
Wireless . . . . .	1,070
Unclassified . . . . .	3,836
Stamp Duties . . . . .	27,002
	<hr/>
	288,620
	<hr/>

### *Estate Duty*

There is no estate duty in Nigeria, but *pro rata* charges are payable to the Administrator-General in respect of estates administered by him.



Revenue derived from this source in the year 1947-48 amounted to £1,119.

## Chapter 4: Currency and Banking

The currency in circulation is a West African currency issued by the West African Currency Board in London on behalf of the four West African territories: Nigeria, Gold Coast, Sierra Leone and Gambia. It consists of notes of 20 shilling and 10 shilling denominations; copper alloy coins of denominations florin, shilling and sixpence; and nickel bronze coins of denomination threepence, penny, halfpenny and tenth-penny. Notes, alloy coins and nickel bronze threepences are legal tender up to any amount; nickel pence, halfpence and tenth-pence are legal tender up to one shilling. The currency is interchangeable with sterling at par (subject to remittance charges). Currency is issued to the Bank of British West Africa or Barclays Bank (Dominion, Colonial and Overseas) as required, against payment to the West African Currency Board in London or against deposit of currency of equivalent value with the agents of the West African Currency Board in one of the West African territories.

The following statement shows the currency in circulation in Nigeria during the ten years ended 31st March, 1948:

<i>Date</i>	<i>Notes</i>	<i>Alloy coin</i>	<i>Nickel-bronze coin</i>	<i>Total</i>
	£	£	£	£
31st March, 1939	250,000	4,732,894	873,643	5,856,537
„ 1940	228,600	4,289,392	1,030,984	5,548,976
„ 1941	287,558	4,588,590	1,183,557	6,059,705
„ 1942	529,773	5,483,195	1,439,873	7,452,841
„ 1943	1,440,851	8,377,909	1,590,333	11,409,093
„ 1944	1,606,364	10,151,844	1,755,764	13,513,972
„ 1945	2,276,198	11,207,947	1,901,964	15,386,109
„ 1946	3,213,927	12,863,442	2,062,416	18,139,785
„ 1947	4,696,430	16,512,093	2,220,490	23,429,013
„ 1948	5,336,441	16,912,469	2,352,799	24,601,709

The currency in circulation in Nigeria at 31st March, 1938, represented 51.4 per cent of the total West African circulation. The increases in circulation recorded above are attributable to the continued rise in the price levels of primary products of the country (the price of cocoa doubled in 1948), to the increase in wage levels and to a general shortage of acceptable consumer goods. The proportion of notes in circulation in Nigeria has increased from 4.3 per cent in March, 1939, to 21.6 per cent in March, 1948. The notes in circulation are mainly to be found in Lagos Colony and the Western Region. A substantial increase in the issue of notes has been noted in the Eastern Region, while the alloy shilling is still the most popular type of currency in the north.

In October, the scheme for the redemption of "Manillas" (token money introduced by the Portuguese) commenced in the Calabar and Owerri areas. The scheme was estimated to take six months and will be completed by 31st March, 1949.

The main banks operating in Nigeria are:

*Bank of British West Africa Limited*, with branches at Lagos (2), Abeokuta, Calabar, Enugu, Ibadan, Jos, Kaduna, Kano, Maiduguri, Onitsha, Oshogbo, Port Harcourt, Sapele and Zaria.

*Barclays Bank (Dominion, Colonial and Overseas)* with branches at Lagos, Ibadan, Ijebu-Ode, Jos, Kano, Port Harcourt, Victoria and Zaria.

*National Bank of Nigeria Limited*, with branches at Lagos, Agege, Abeokuta, Ibadan and Kano. The two first-named are incorporated in the United Kingdom and the third in Nigeria.

There is a Post Office Savings Bank organised on similar lines to the corresponding institution in the United Kingdom. Its operations are widespread and its business is conducted at 127 Post Offices. There has been a steady expansion in the activities of the Savings Bank as is shown by the figures set out below.

<i>Date</i>	<i>No. of Depositors*</i>	<i>Total Deposits</i>
31st March, 1939 . . .	41,737	185,183
„ 1940 . . .	49,200	209,749
„ 1941 . . .	49,658	254,730
„ 1942 . . .	54,320	365,671
„ 1943 . . .	64,814	604,483
„ 1944 . . .	71,397	879,119
„ 1945 . . .	84,130	1,184,823
„ 1946 . . .	98,184	1,697,462
„ 1947 . . .	112,711	1,846,723
„ 1948 . . .	132,693	2,458,123

\*Excluding dormant accounts.

## Chapter 5: Commerce

### EXPORTS AND IMPORTS

The volume of visible trade again increased during 1948 and reached a total of £75,910,424 compared with £69,584,521 during the previous year (these figures exclude re-exports), an increase due principally to a considerable expansion in the volume of imports. From the evidence available during the latter months of the year, it is clear that this trend is continuing and that the demand for imported merchandise resulting from the world demand for Nigeria's produce is still a long way from being satisfied.

Imports during the year amounted to £39,948,256 excluding bullion and specie (£3,685,128), a considerable increase over last year's record total of £32,465,682. The United Kingdom share in these imports increased slightly from 49 per cent in 1947 to 51 per cent in 1948, while



that of the rest of the Commonwealth decreased from 9.6 per cent to 7.5 per cent. The most notable increases were shown, however, by imports from Germany and Japan which supplied considerable quantities of textiles and, as regards the latter, a rapidly increasing volume of general merchandise during the latter months of the year.

Textile imports were valued at £12,368,236 and were, as usual, by a long way the most valuable single item, though they amounted to only 30 per cent of the total compared with 40 per cent in 1947. During the latter months of the year considerable imports arrived from the four main sources, United Kingdom, United States of America, Japan and Germany, and though the United Kingdom supplies are still far from adequate, the general supply position can now be considered satisfactory. North American textiles proved in general too expensive and unsuitable for the market and, in the absence of adequate United Kingdom supplies, there has recently been a considerable change over to Germany and Japan.

In respect of other imported articles, the value of electrical apparatus and machinery was nearly double, and the value of bicycles more than twice the figure for 1947.

The value of the major classes of imports are given in the following table with those of 1947 for purposes of comparison:

<i>Articles of Import</i>	1948 £	1947 £
Cotton piece-goods . . . . .	12,368,236	9,993,753
Electrical apparatus . . . . .	704,626	386,327
Iron and Steel . . . . .	1,470,334	1,291,839
Industrial machinery . . . . .	550,328	280,024
Locomotives (including parts)	659,765	432,691
Motor chasis . . . . .	753,322	472,371
Hollow-ware, etc. . . . .	329,526	360,698
Private cars . . . . .	657,351	620,906
Bicycles . . . . .	859,530	402,663
Boots and Shoes . . . . .	221,076	224,455
Jute . . . . .	926,902	865,374

The volume of exports was, in general, maintained at a high level and value, except in the case of cocoa exports which amounted only to some 60 per cent in volume of the 1947 figure and were sold at a rather lower figure. This decrease in quantity and value of cocoa led to a fall in the total value of exports (excluding specie) from £37,118,839 in 1947 to £35,962,168 in 1948. Internal transport improved during the year and it is expected that all transport and storage difficulties will soon be overcome. The difficulty of obtaining adequate supplies of jute products from India, though overcome in 1948, may well, however, have a serious effect on the export trade in future.

Nigeria's balance of trade has again increased and her economy is a healthy one except that the export trade could be more diversified. This year there is a slight adverse balance with the United States of America where exports have amounted to £4,403,745, whereas imports into



Nigeria have increased to £5,444,072. The difference in part can be explained by the fact that cocoa prices are now reckoned for statistical purposes at f.o.b. value instead of, as last year, at a figure half way between f.o.b. and the world price.

### *Distribution of Imports*

The continued scarcity of certain imported goods, such as sugar, kerosene and soap, and an elaborate system of distribution by a series of middlemen had led early in the year to allegations that the conditional sale of scarce goods was being practised and to complaints of exorbitant prices. A Commission was set up in April under the chairmanship of the Accountant-General (Mr. P. W. Adshead) to inquire into these allegations, and make recommendations. Its report was published in August (it was, incidentally, the first Commission with a majority of non-official Nigerian members). Its main recommendation was to secure the increased supply to Nigeria of certain goods, but the Nigerian Government had already been pressing this point on the United Kingdom authorities and by the end of the year Norwegian stockfish was the only item in seriously short supply. Price control had also come under review, by Government as well as by the Commission, and in pursuit of the policy, in accord with the Commission's recommendation, of retaining control only where essential, it is now exercised only in respect of petroleum products, United Kingdom salt, caustic soda, American and Canadian vehicles, corrugated iron sheets, stockfish, sewing thread, sewing machines, whisky and cement. Some revision was also made of the formula for price calculation. The Commission had, in addition, recommended increased assistance, both advisory and material, for the encouragement of the small importer; such assistance can now be provided by the Department of Commerce and Industries, which has assumed responsibility for import control, and while the establishment of a Trade Commissioner's Office in London has been approved in principle, the question of setting up a Board of Trade Office in Nigeria is also being examined.

### *Export Produce*

The bulk purchase arrangements for the main Nigerian export crops (cocoa, oil palm produce, groundnuts, benniseed and cotton) which were a conspicuous feature of the country's war-time economy have been continued and developed in the post-war years. The policy outlined in the *Statement on the Policy proposed for the Future Marketing of Nigerian Oils, Oil Seeds and Cotton* (Sessional Paper No. 18 of 1948) was approved in principle by the Legislative Council at its August session. The essence of the proposals is an extension to the other main export crops of the marketing board system which was introduced for cocoa at the beginning of the 1947-48 cocoa season. In addition, the proposals provide for the establishment of Regional Production Development Boards to dispose of funds made available by the Marketing Boards for the development of the crop industries and for the economic benefit and prosperity of the producers and the areas of production. Details will be found in Appendix D.



The 1947-48 crop-year was the first year of the Nigeria Cocoa Marketing Board's operations. During the season the Board followed the methods of its predecessor, the West African Produce Control Board, and purchased the cocoa crop from the individual cocoa farmers and the middlemen by utilising the services of commercial firms which it licensed to act as its buying agents. Twenty-five licensed buying agents, including four Nigerian firms, operated on behalf of the Board during the 1947-48 season. One additional Nigerian firm was appointed at the beginning of the 1948-49 season. The crop is sold on the world markets by the Board through the agency of its subsidiary selling organisation established in London—the Nigerian Produce Marketing Company Limited. The bulk of the sales are made to North America and to the United Kingdom against Ministry of Food contracts, but regular exports are also made to continental countries.

In the past the world price of cocoa has generally followed the rises and falls of the trade cycle. Its price fluctuations have often been sudden and sharp as cocoa, when processed, is to a large extent a luxury commodity and its consumption is susceptible to changes in consumer spending power. The Board's primary purpose is to soften the impact on the cocoa farmer of sudden falls in the level of world prices, and its price policy during its first season was directed at the accumulation of a large reserve fund for price stabilisation purposes. In this respect the 1947-48 season proved a particularly favourable one for the new organisation. The 1947-48 cocoa crop was well below the average in total tonnage and the quantities available for disposal on the world markets were insufficient to satisfy the demand. World prices remained consistently very high throughout the season and the conservative policy adopted by the Board when fixing the level of Nigerian buying prices enabled it to build up a substantial reserve fund through its operations over the season, and it was accordingly able considerably to increase the producer prices for the 1948-49 season. In addition, the Board, acting on the advice of its Advisory Committee, considered itself justified in guaranteeing a minimum producer price for the two ensuing seasons and provisionally for the third season. The cocoa crop is produced exclusively for export and the livelihood of the communities in producing areas depends entirely on an assured market at a remunerative price level. It is believed that the Board's guarantee of a minimum buying price for two years ahead will do much to foster a feeling of confidence and economic security in the cocoa-growing areas.

World cocoa prices were still high when the 1948-49 season opened and sales were made by the Board at advantageous rates during the first few weeks of the new season. Thereafter prices began to fall steadily and by the end of the year the Board's stabilisation fund was brought into play as sales were being made at prices well below the Board's cost price per ton. If no recovery in the level of world cocoa prices takes place during the next two seasons, the fulfilment by the Board of its minimum price guarantee to the producer will seriously diminish its reserve funds.

During 1948 the Board also employed a proportion of its resources, considered surplus to its requirements for stabilisation and working



capital, to finance a number of agricultural schemes and surveys which have a direct bearing on the future of cocoa production in Nigeria.

Throughout 1948 palm kernels and palm oil produced for export were purchased by the West African Produce Control Board in London, acting through commercial firms appointed as its licensed buying agents in Nigeria. In accordance with the policy mentioned above, a Bill for the establishment of an Oil Palm Produce Marketing Board in Nigeria was prepared and was considered by the Regional Houses of Assembly and this Bill will be introduced in the March (1949) Session of the Legislative Council. In anticipation of this legislation a shadow board was formed and held its first meeting in December. The more important items of policy placed before the shadow board at its first meeting included the Palm Kernels and Palm Oil Marketing Schemes to be issued by the Statutory Board to cover the 1949 seasons, measures to introduce a planned improvement of quality programme for palm oil and the fixing of the producer prices which will apply throughout 1949. The shadow board's proposals on these questions were considered by the shadow representative committee which met at the end of December. The whole future of the Nigerian palm oil industry depends in a large measure on its ability to improve the quality of its production to enable it to compete with palm oil produced on scientific plantation lines in other parts of the world.

The oil palm flourishes throughout the greater part of southern Nigeria and palm kernels are marketed for export in the whole of this area. The production of palm oil is now largely confined to the Eastern Provinces where there is no alternative cash crop. In the Western Provinces—the main cocoa-producing area—local consumption absorbs most of the palm oil produced. There is a considerable trade in palm oil between southern Nigeria and the Northern Provinces. Total railments of palm oil to the Northern Provinces amounted to 9,472 tons in 1948 (1947 total: 7,932 tons). Funds made available for development purposes as a result of the operations of the Oil Palm Produce Marketing Board will be allocated mainly to the Eastern and Western Regional Production Development Boards, though the Northern Regional Production Development Board will also benefit to a small extent.

During 1948 the groundnuts and benniseed crops were purchased as previously by the West African Produce Control Board, but the 1948–49 crops are the last which will be handled and shipped under these arrangements. The proposals for the future marketing of oilseeds approved in principle by the Legislative Council in August, 1948, included the establishment of a Groundnut Marketing Board and the new organisation, which will follow closely the lines of the Cocoa Marketing Board and the Oil Palm Produce Marketing Board, will take over its responsibilities from the West African Produce Control Board in time to begin operations with the opening of the 1949–50 season. It is intended that the activities of the Groundnut Marketing Board shall include the marketing and export of benniseed and, possibly, a number of other smaller oilseed crops in addition to groundnuts.



Like the Oil Palm Produce Marketing Board the Groundnut Marketing Board will be advised by a Representative Committee. The funds set aside by the Groundnut Marketing Board for development will be allocated almost exclusively to the Northern Regional Production Development Board.

The groundnut crop is produced for export, but there is a considerable domestic consumption of groundnuts and groundnut oil and the trade with the south in both commodities is increasing. During 1948, there was no control of the internal traffic in groundnuts and groundnut oil for internal consumption and total railments from the north to the Western and Eastern Provinces amounted to 4,300 tons during the year. In the last quarter of 1948, 1,598 tons of groundnuts were railed south for internal consumption as compared with 300 tons in the last quarter of 1947.

As in previous seasons, cotton was marketed and ginned during 1948 under the arrangements made by the British Empire Cotton Growing Association with the Raw Cotton Commission in the United Kingdom.

A list of cotton markets is published annually and at these seed cotton is bought from the farmers by the exporting firms and transported to the ginnery serving area. The ginneries are operated by the British Empire Cotton Growing Association acting for the Raw Cotton Commission. Cotton is inspected at the markets and classified into two grades according to the amount of foreign matter and stained cotton present. Excess of either of these defects leads to the rejection of the parcel as unfit for export. As from 1949 it is intended, in accordance with the Government's produce marketing policy, that the responsibility for the marketing of seed cotton for export and the export of cotton-seed and cotton lint will be assumed by the Nigeria Cotton Marketing Board.

## Chapter 6: Production

### AGRICULTURE

#### *Principal Agricultural Products*

*Local Food Crops.* Whilst valuable surpluses are available for export—notably palm kernels and palm oil from the Southern Provinces, groundnuts and benniseed from the north and cotton from both areas, and the cultivation of cocoa and rubber is undertaken in the Southern Provinces solely for export—the production of foodstuffs for local consumption is still the most important part of Nigerian agriculture. The main food crops in the Southern Provinces are yams (partly consumed as yam flour) cassava (partly used as “gari” or farina), coco-yam, maize and rice, various species of legumes (cowpeas, pigeon peas, lima beans), fruit, especially oranges, bananas and plantains, and palm oil. In the Northern Provinces with a shorter rainfall root crops are less important and cereals are the staple food: guinea corn, maize, millet and rice, groundnuts, beans and cassava. In the middle belt of the country most of these grain and root crops are grown; this is essentially a food-producing area with surpluses

—notably of yams—for export to other areas, particularly to those parts of the Eastern Provinces which through low fertility and over-population are not self-supporting, and there is little preoccupation with export crops except benniseed, which is also widely used as a local foodstuff.

*Crop Conditions.* Growing conditions during 1948 were less favourable than in the excellent season of 1947. In the Northern Provinces as a result of a six-week drought following the early rains and of the early ending of the rains, the guinea-corn and millet crops are estimated at 75 to 80 per cent of the 1947 harvest. Only on the Plateau, however, does the food supply position give any real cause for concern. In the Western Provinces satisfactory yields were obtained from the early planted crops. The late planted crops suffered in some districts from a prolonged mid-season dry period. In the Eastern Provinces the season, after a late start, was favourable and 15,778 tons of gari were exported to the north by rail from Owerri Province.

*Cocoa.* The principal area of production is in the Western Provinces and, more particularly, in the Oyo and Ondo Provinces. There are less important production areas in Calabar in the Eastern Provinces and in the Cameroons. The bulk of the crop is shipped from Lagos, but cocoa is shipped from most of the other Nigerian ports and from Victoria and Tiko in the Cameroons. The buying season opens at the beginning of October and the main crop, which constitutes about 90 per cent of the total season's crop, is purchased between October and March. The light crop follows the main crop and purchases of light crop cocoa continue until June or July.

The total 1947-48 crop amounted to 75,500 tons as compared with an average production over five years of 95,000 tons. This decrease was caused by exceptionally heavy rains in the main producing areas in the Western Provinces and a resulting high incidence of black-pod disease. Despite the disappointing yield the 1947-48 crop proved a notable one on account of the remarkable improvement which took place in quality. This gratifying development is attributable in large measure to the price policy followed by the Nigeria Cocoa Marketing Board which encouraged the production of high-quality cocoa by placing a substantial premium on the top grades. As a result, the tonnage of Grade I cocoa marketed during the 1947-48 season amounted to 47 per cent of the total crop, as compared with 23 per cent during the previous season. Total purchases of the 1947-48 main crop as compared with the 1946-47 main crop were:

	1946-47	1947-48
Grade I . . .	24,318	33,557
Grade II . . .	75,966	17,038
Grade III . . .	2,401	14,171
Grade IV . . .	—	4,679
	<hr/>	<hr/>
	102,685	69,445
	<hr/>	<hr/>

The 1948-49 cocoa season opened on 23rd September, 1948, about a week earlier than usual. Weather conditions in the main producing areas



in the Western Provinces were particularly favourable and there was an early and heavy crop. An added incentive to production was provided by the exceptionally high producer prices fixed for the new season. The prudent price policy of the Nigeria Cocoa Marketing Board during its first season of operation (the 1947-48 season) led to the accumulation of sufficient funds to enable it to fix the producer prices for the 1948-49 season at a considerably higher level than in the previous season. The actual prices for the two seasons were:

	<i>Main Crop 1947-48</i>	<i>Main crop 1948-49</i>
Grade I . .	£62 10s. od.	£120 os. od.
Grade II . .	£60 os. od.	£115 os. od.
Grade III . .	£57 os. od.	£105 os. od.
Grade IV . .	£47 10s. od.	£ 90 os. od.

Purchases during the opening weeks of the season took place at a very high rate and the cocoa stores at port were rapidly filled. For a period it was necessary to hold considerable stocks of cocoa up-country until shipping lifts had relieved the port storage position. The crop total in the 1948-49 season may well amount to 100,000 tons.

The quality of the 1948-49 main crop has proved to be excellent with the minimum of defect, and the notable improvement in the proportion of high grade cocoa marketed which took place during the previous year was carried still further. The percentage purchases of the various grades up to the end of December, 1948, were as follows:

	1946-47	1947-48
Grade I . .	23.53%	47.83%
Grade II . .	74.51%	24.64%
Grade III . .	1.96%	20.29%
Grade IV . .	—	7.24%
	<hr/> 100.00%	<hr/> 100.00%

The comparatively negligible quantities of Grade IV cocoa coming forward indicate that the Cocoa Board was fully justified in its decision, announced at the beginning of the 1948-49 season, that after this season the purchase of Grade IV cocoa would be discontinued as the steady improvement in production methods would by that time have eliminated this low grade. The striking improvement of quality over the two seasons which come within the period covered by the report have, in fact, fully vindicated the price policy of the Cocoa Board. The high quality of Nigerian cocoa has gained increasing recognition on the world markets in the course of the last twelve months, but there is, of course, always the danger from the disease known as swollen shoot (see Appendix E) and considerable cutting out of diseased trees is still necessary.

*Palm Kernels.* The total tonnage of palm kernels purchased for export was 348,679 tons in 1948 compared with 319,373 tons in 1947.

The quality throughout the year was satisfactory. In March, 1948, the naked ex-scale port of shipment price advanced from £16 to £21 per

ton, and a hold-up in marketing took place in January and February in anticipation of the rise.

The 1948-49 Marketing Scheme opened in August, 1948.

*Palm Oil.* The total tonnage of palm oil produced for export was 164,838 tons in 1948, compared with 154,469 tons in 1947.

Palm oil is classified in five grades according to the percentage of free fatty acid present, and during 1948 the following were the proportions of the five grades produced expressed as percentages of the total tonnage graded:

Grade 1	.	.	.	66.06%
Grade 2	.	.	.	14.55%
Grade 3	.	.	.	12.12%
Grade 4	.	.	.	6.66%
Grade 5	.	.	.	0.61%

While these proportions are generally satisfactory, a marked increase in the proportion of high-grade oil is essential if Nigeria is to retain its overseas markets for palm oil in the face of growing competition from other producing areas.

Palm oil, after purchase, is evacuated to the bulk oil plants at Lagos, Koko, Burutu, Abonnema, Opobo, Port Harcourt and Calabar for bulking and subsequent shipment. Oil bulked at Opobo is transhipped in drums to Port Harcourt, as ocean-going vessels are at present unable to lift direct from Opobo because of the shallow bar draught.

In March, 1948, the naked ex-scale bulk oil plant price of palm oil advanced to £32 5s. 0d. per ton for Grade 1 oil. The 1948 Marketing Scheme was due to close at the end of December, 1948, but was extended until the end of March, 1949, in anticipation of the assumption by the Nigeria Oil Palm Produce Marketing Board of responsibility for palm produce marketing in April, 1949.

*Groundnuts.* There are two main areas of groundnut production in the Northern Provinces, the one centred on Kano, and the other, known as the Rivers Area, extending along the upper Niger and Benue Rivers. Kano area groundnuts are evacuated by rail to Apapa and Port Harcourt; Rivers Area groundnuts are evacuated through river ports to Warri and Burutu for ocean shipment. Kano area groundnuts are inspected at the time of railment as a precaution against adulteration.

During the 1947-48 season the total purchases of groundnuts, as compared with the previous season, were as follows:

	1946-47	1947-48
Kano Area .	305,000	315,000
Rivers Area .	18,000	14,000
	<hr/> 323,000	<hr/> 329,000

The heavy 1947-48 crop, added to the carry-over awaiting evacuation from the previous season's crop, led to longer storage than in any previous season. A slight increase in the incidence of deterioration through storms and insect damage was inevitable, but losses through deterioration



during the year accounted for only a fractional percentage (0·1) of the total tonnage marketed, thanks to the considerable efforts made to protect groundnuts awaiting railment in stores and stacked in pyramids throughout the Kano area.

At the opening of the 1948-49 season the carry-over from the previous season was 155,000 tons, as compared with 92,000 tons at the end of October, 1947. Rail evacuation, after being disappointingly slow at the beginning of the year, increased steadily from July onwards following deliveries of new locomotives and rolling stock until it reached a total figure for 35,700 tons in December—the highest figure for any month in the post-war years. The 1948-49 season opened in November and it is expected that the crop total will not fall far short of the previous season's figure. It is hoped to maintain the improved rate of evacuation and substantially to reduce the stocks awaiting evacuation before the opening of the 1949-50 season.

The 1948-49 producer prices, as compared with those of the previous season, were as follows:

	<i>Naked ex-scale price per ton at railhead buying station</i>	
	1947-48	1948-49
Kano Area	£16 os. od.	£19 4s. od.
	<i>Flat rate buying station price per ton</i>	
Rivers Area	£13-£15	£15-£18

As in previous seasons a minimum buying station price was fixed for Kano area stations and this price (£13 4s. od.) has been maintained by the payment of transport subsidies. To coincide with the opening of the new season the road freight rates for groundnuts throughout the producing areas were reduced by 1d. per ton mile.

*Benniseed.* A notable increase in the production of this crop has taken place over the past two seasons; 9,300 tons were purchased in 1947-48 as against 4,500 tons in the previous year.

The 1948-49 season opened in March and up to mid-December purchases had already amounted to 14,500 tons. The principal centre of production is the Benue River area and about 90 per cent of the crop is produced in Benue Province. At the beginning of the 1948-49 season the price was advanced to £18 per ton as compared with £15 per ton in the previous season.

*Cotton.* Cotton is grown mainly in the Northern Provinces, the principal producing areas being parts of Zaria, Katsina and Sokoto Provinces; there are smaller areas in Bauchi Province, Niger Province (Kontagora Division) and Kabba Province. There is also a small and variable amount of production in the Western Provinces extending over southern Oyo and northern Abeokuta.

In 1947-48 the total cotton crop in the Northern Provinces amounted only to 16,500 bales, as compared with 29,600 bales in 1946-47. This decrease was caused partly by unsuitable rains, and partly by increased competition of the local markets. The 1948-49 crop is an exceptionally



heavy one and it is hoped that the increase in the export price to 4*d.* per lb. to be paid as a flat rate at all markets, combined with a wider distribution of seed and the opening of additional markets on the northern perimeter of the main cotton belt, will attract increased quantities to the export market.

With the exception of a small quantity of high-grade cotton produced at one buying station, practically no cotton was marketed in the Western Provinces during 1948.

*Rubber.* Plantation produced rubber is not subject to inspection and no figures are available. Production figures of rubber from other sources show 3,380 tons for 1947, and 5,244 tons for 1948. While actual production over the last twelve months has increased, there has been a marked deterioration in quality, and producers appear to take little interest or care in the preparation of rubber.

### *Production Methods*

*Soil Fertility.* Various lines of research and instruction have been pursued in order to preserve and raise the productive capacity of the land to meet the rising standard of living demanded by an increasing population. Work on the various problems which such development presents has been steadily continued in the year now under review. The value of lime in increasing the yield of crops in the acid lands of the Eastern Provinces has already been established. The number of demonstration plots laid down in co-operation with farmers has been considerably increased. Propaganda to popularise the use of lime has been intensified, and there are signs in some areas that there may well be a considerable demand for lime, provided its cost can be kept reasonably low.

In the Northern Provinces also extensive trials have been carried out at various agricultural stations in the use of artificial manures, particularly in the technique of "placement" planting of fertilisers. A new farm near Kontagora, near the area selected for a mechanical farming scheme, was opened and a number of artificial manurial trials with groundnuts and guinea corn were laid down. A similar farm has been opened at Damaturu in Bornu Province. Interesting results have been obtained, particularly with the use of triple-superphosphate pills. It has been shown that these pills are less effective than ordinary superphosphate, probably due to lack of calcium. Indications are that a combination of nitrogeous and phosphatic manures will be necessary to produce optimum results. Trials with artificial manures have also been made on cotton at Daudawa.

There was an increase of 652 during the year in the number of practising mixed farmers in the Northern Provinces, bringing the total number to 4,729. The scarcity and price of working cattle is still a factor hindering expansion, but it is hoped that the shortage of ploughs has at last been overcome.

*Soil Conservation.* Conservation measures were expanded at a number of departmental farms in the Northern Provinces, but major work has been confined to Shika and Samaru farms where a further 789 and 203 acres respectively have been protected by new terraces. In other terraced areas no breaks occurred and there was much less waterlogging; grass



growth has been excellent, and a good cover is now established everywhere. Gullies are healing over and the area is becoming stabilised. Experiments with other forms of terracing have been carried out on the Plateau Province to see whether simpler types will be equally effective and also whether a system which will put less arable land out of cultivation will be more acceptable to the local farmers. This area will be completed as soon as the crops have been harvested. An interesting experiment in soil conservation has also been carried out at Cambarta in Kano Province for the protection of grazing grounds and for opening up eroded farmland. Considerable success has been achieved to date.

In the Eastern Provinces work on the control and prevention of gully erosion at Agulu has continued and it is encouraging to observe that local farmers in this region are reacting favourably to advice and making more use of the shrub *Acioa Barteri* as a bush fallow on their farmlands.

*Irrigation.* Survey work has been continued on an irrigation project in the Niger Province, and a new survey has been started in the vicinity of Badeggi in the same Province. Plans and estimates for the first-named scheme are well advanced and it is hoped that construction can start in 1949. An Irrigation Engineer with wide experience in Pakistan has been seconded for this work by the Public Works Department, and in September he replaced the Executive Engineer previously lent to the Department.

*Livestock Improvement.* The departmental cattle breeding programme has been continued at Ilorin, Samaru and Shika Stock Farms. The highest recorded Nigerian lactation of 7,543 lb. was completed during the year at Maiduguri by a cow of the Shuwa breed. The presence of contagious abortion again curtailed the distribution of surplus stock from Shika farm.

Arrangements have been made with the Institute of Tsetse Research and the Veterinary Department for a comparative test of tolerance to trypanosomiasis between pure Zebu and Ndama cattle and Zebu/Ndama crosses to be undertaken.

In the Western Region the control of village cattle herds has continued to expand. The task of persuading the villagers to take up this elementary form of agriculture is made difficult by the fact that the Yoruba tribe is not accustomed to practise any form of animal husbandry. At Oyo and Ndama a multiplication farm now carries about 160 head of cattle, and a slight outbreak of contagious abortion has been satisfactorily controlled. Research is being carried out by an entomologist of the sleeping sickness service to make certain that the tsetse flies at Oyo are carrying trypanosomiasis organisms and are thus ensuring the continued exposure of the Ndama cattle to the disease. At the poultry centre at Oyo, fresh stocks of pure-bred Rhode Island poultry have been successfully imported by air from the United Kingdom, both as eggs and as day-old chicks. Growth rates have been satisfactory and it is hoped to begin distribution of surplus stock to African farmers towards the end of 1949. Arrangements are being made with the Veterinary Department to equip the laboratory which has been built at the poultry farm to provide facilities for the study of the numerous poultry diseases which occur in Nigeria.



*Plant Breeding.* Research and breeding work on the main Nigerian export crops and on the food crops of major economic importance has been continued. The Oil Palm Research Station situated near Benin is being expanded, as far as circumstances permit, to meet the needs of the country's major industry. Its main station is near Benin, but its activities cover the whole area of the palm belt in the Southern Provinces. Particular attention is being paid to the problems presented by the natural palm groves from which the greater part of the country's production is obtained. A survey of typical groves in a part of Calabar Province has been initiated on a small scale and is proceeding very satisfactorily. The composition of the groves, productivity and the incidence of disease are being studied. Land is being acquired for a small sub-station in the heart of the palm belt, where palm groves will be studied in greater detail and where cultural and breeding experiments will be laid down.

At the main station and at outstations important cultural experiments were continued and are beginning to yield results of great value. The growing of food crops under palms in the early years of a plantation is showing surprisingly beneficial effects on yields over quite a long period and there appears to be a phenomenon of considerable importance which needs further fundamental investigation. A large programme of fertiliser experiments has been planned and one of the experiments has already been started at Umuahia. Establishment problems have been given a good deal of attention with a view to finding practical methods for the planter.

The production of improved seed for planters, by the hand pollination of a number of very carefully selected mother trees, was continued. Over 600,000 seeds, the result of some 1,200 pollinations, were produced. This should give sufficient material for planting 2,500 acres in 1950.

In the Western Region work was continued on the selection of high-yielding strains of cocoa, which are being multiplied at strategic points for distribution to farmers. A collection of South American varieties has been obtained from the West African Cocoa Research Institute in the Gold Coast. Work on the improvement of maize, beans, cassava and food crops and also the study of grasses is being accelerated.

New investigations into the effect of Mosaic upon the yield of cassava in the Northern Provinces have been initiated by the Botanist at Samaru, who is also in charge of the new wet-land farm at Maska where sugarcane variety trials and the multiplication of swamp rice are being undertaken. The cotton selection 26C has again been multiplied at Daudawa farm and by farmers in selected areas around the multiplication farm. Ginning percentages of this cotton again show marked superiority over ordinary Allen cotton. At the second stage of multiplication the ginning percentage was 39.18 compared with the average percentage of 32 for 1947 commercial Allen Cotton. The cotton-breeding programme will be intensified in 1949 when the Cotton Breeder provided by the Empire Cotton Growing Corporation is expected to arrive.

*Plant Diseases and Pests.* As a result of the recommendations of Messrs. Hutchinson and Pearson of the Empire Cotton Growing Corporation, whose investigation of the Nigerian cotton industry was referred to in



the 1947 Report, an Entomologist has been provided by the Corporation to assist the Nigerian Government in research on cotton pests. Bollworm damage in cotton continued to be serious, and steps are being taken to control this pest by enforcing the Ordinance which prescribes a close season for the cotton crop and the destruction of plant residues.

Routine patrolling of suspected outbreak centres of the migratory locusts in the regions of Lake Chad and the Adamawa Province has been maintained.

Experiments connected with the suppression of the weed *Acanthospermum Hispidum* (Kashin Yawo) in Kano by the use of selective chemicals were continued. Spraying trials have been carried out with Methoxone and Chloroxone in addition to D.N.O.C. which had been previously found effective. Good results were obtained with both these chemicals. Power sprayers are essential to large-scale eradication and an officer of the Department has recently reported on equipment available in the United Kingdom with a view to the institution of large-scale tests in the affected areas.

A preliminary survey of oil palm diseases has been undertaken and the existence of the vascular wilt disease, caused by *Fusarium Oxysporum*, in Nigeria has been noted. This disease is being closely studied as it may prove to be as potentially serious as the Panama disease of bananas. The survey also showed the widespread occurrence of the fungus *Ganoderma* which is frequently associated with the dying off of old palms in the natural groves.

*Cocoa Survey.* The farm to farm survey of cocoa, which included the Cameroons, has now been completed except for a few districts in Ibadan Division. Work has been retarded in this district owing to opposition to the cutting out of trees infected with swollen shoot. A total of 329,083 farms comprising 593,403 acres has been surveyed since 1944 and 524,932 trees infected with swollen shoot cut out, equivalent to 1,050 acres. Intensive propaganda was carried out to convey the full meaning of the danger threatening the industry if the cutting out treatment was not resumed. Farmers whose trees are cut out are encouraged to replant with the aid of a grant of 2s. 6d. per tree from Cocoa Marketing Board funds; £54,482 has been paid out so far (see Appendix E).

*Processing.* An important factor in stimulating the expansion of the rice industry is considered to be the provision of power driven machinery capable of dealing with the heavier crops, which would, in many cases, be beyond the capacity of the available labour if processed by hand. Five mills are now in operation in the Western Provinces, where they have been well patronised by farmers. Mills have also been established at two places in the Eastern Provinces, and are proving very popular.

Hand-operated palm oil presses are still in great demand in the Eastern Provinces, where the demand exceeds the supply. Difficulty has also been experienced in obtaining sufficient spare parts for repairs and to keep existing presses in working order.

*Agricultural Schools.* Two of the nine students who passed out of the Samaru School in 1947 entered the Ibadan School in 1948 for further



training in the Assistant Agricultural Officers' Course. The numbers in training at Samaru at the end of 1948 totalled 47, but in order to recruit a much larger proportion of Northern Provinces students the minimum standard of entry to the Samaru School has been lowered.

During the year there were over 63 students in training at the Ibadan School. Departmental courses and appointments are now open to women students.

At Oyo Farm School special attention is being paid to the settlers of earlier classes whose efficiency tends to deteriorate without close supervision and encouragement. Twenty-two ex-servicemen completed a course of training at the School. A similar school has been opened at Ogbomosho in Oyo Province.

*Missions.* Two missions concerned with matters of agricultural development visited Nigeria during the year. The first of these, composed of Mr. W. M. Clark, M.B.E., late Director of Agriculture, Bengal, and Mr. F. H. Hutchinson, C.I.E., M.I.C.E., formerly President of the Central Board of Irrigation, Simla, was appointed by the Secretary of State to advise on existing schemes of rice production in the West African territories and to investigate and report on the possibilities of expanding rice production in new areas by mechanised or other means; and also to advise on the location and extent of any areas deemed suitable for small-scale jute cultivation trials. The Mission visited Nigeria in February and March and again in May, 1948. Their report has now been issued and is under consideration by Government.

A second mission, composed of Dr. J. R. Raeburn, Mr. Clyde Higgs and Mr. R. K. Kerkham, was appointed to make a systematic survey of the sociological, economic, agricultural and technical problems in relation to mechanisation, including forms of organisation, and to advise whether mechanisation should be on a co-operative group or a peasant basis, and on the type of tractors and implements most suitable for differing communities, the technical training of African craftsmen, mobility of labour and the reaction of mechanisation on current farming and social systems. This mission visited Nigeria during the month of October, and its report is now awaited.

#### ANIMAL PRODUCTS

The chief animal products of Nigeria are meat, hides and skins, milk and milk products.

##### *Hides and Skins*

Nigeria produces cattle hides and goat and sheep skins of several different types and quality varying with the areas in which they are produced and the method of their preparation. In Sokoto Province skins from the large red goats produce skins which, for the manufacture of glacé kid, compare favourably with those from any other part of the world. In other parts of the country the goat skins are suitable for the production of suède. Almost all the hides and skins in the Northern Provinces are prepared for export and about £3 million worth are exported annually. The remainder are tanned locally for local manufacture into



shoes, saddlery, bags, cushions, etc. Instruction in improved methods of flaying and drying is given by Veterinary Department staff all over the country and advice to local tanners on improved methods.

### *Meat*

All Nigerian produced meat is consumed within the country, except for small occasional shipments of cattle to the Gold Coast. The main producing areas are all within the Northern Provinces, and cattle are transported to the large markets in the Northern, Eastern, and Western Regions mainly on the hoof. This continual movement of about 600,000 head of cattle per year along the many trade routes has to be supervised and controlled carefully by the Veterinary Department to prevent the spread of disease. In 1948 there were definite signs that the increased numbers of cattle being immunised against rinderpest and other diseases each year is having its effect in reducing the incidence of disease in trade herds to very low proportions indeed. Several of the main cattle tracks which constitute the trade routes were surveyed by Veterinary Department staff and preparations made for improving the travelling facilities by clearing tsetse, the provision of ferries at river crossings and the demarcation of the track where it passes through farm lands and populated areas. The Veterinary Department maintained a close control over the railing of live slaughter cattle southwards. This trade was used to the limit of available rolling stock and saved the cattle not only the fatigue and loss of condition occasioned by trekking, but the danger of contracting trypanosomiasis. Veterinary Department staff examined and graded fat cattle for railing. To improve the quality of beef and to check indiscriminate breeding by inferior bulls, castration of bulls not required for breeding was undertaken by Veterinary Department staff. Goats and sheep are slaughtered locally in the villages in large numbers and there is no large-scale movement of these animals for meat. Pigs are slaughtered locally in non-Mohammedan areas and there is a trade in pig products under the food production schemes discussed later.

### *Milk and Milk Products*

There is a considerable trade in milk and butter between cattle owners and the town dwellers. The production of milk, both for consumption in its fresh state and for conversion into butter, clarified butter fat and cheese was controlled by the Veterinary Department until 31st March, 1948, when these activities were handed over to the Department of Commerce and Industries. Tuberculosis is not very prevalent in Nigerian cattle and vigilance is maintained to check any tendency towards extension and to eradicate it from any herd in which it may be found.

### *Food Production Schemes*

Owing to the sudden cessation of imported supplies of bacon, ham, butter, etc. at the outbreak of war, the Veterinary Department embarked on a production scheme at Vom in an effort to supply such foodstuffs from local sources. A small factory, containing improvised equipment housed in converted buildings, and run by Veterinary Department staff,



who could be spared from time to time from other duties, was put into production. Butter, cheese, bacon, sausages, pickled pork, lard and clarified butter fat were produced to the total value of approximately £30,000. Most of this money went back to the local African stock owner. After the war, the technical duties and research problems intimately connected with development plans made it almost impossible for the Veterinary Department to carry on food production work indefinitely and on 1st April, 1948, the dairy products section was handed over to the Department of Commerce and Industries with a view to expanding its production rate and placing it on a commercial footing. The production of pigs and pig products, however, remain the responsibility of the Veterinary Department pending the erection of bacon factories elsewhere. The Piggeries Scheme at Vom was started originally as part of an effort to alleviate a food shortage imposed by wartime conditions, but its progress and expansion so far give much promise of considerable future development.

During the year observations were recorded on genetics and the physical and physiological factors affecting milk production, and these will be of value in the livestock improvement work to be carried out under Colonial Development and Welfare schemes.

### *Disease*

The main factor affecting the livestock industry is the presence, or threat, of disease which may cause not only heavy death rates and loss of condition, but also the stoppage of movement over affected areas by the necessity for imposing quarantine restrictions. Fortunately, prophylactic inoculation and control of disease outbreaks are bringing about continual improvement.

The improved method of immunisation against rinderpest by means of Goat Attenuated Virus was carried out extensively and with success. It has been noticed in some areas that with the vastly improved position with regard to rinderpest, many cattle owners are forgetful of the danger which decimated herds in the past and fail to take the trouble to present their cattle for the free inoculations which are offered. This has led to an increase of non-resistant cattle and outbreaks of disease and the possibility of resort to compulsory inoculation cannot be overlooked.

During 1948 strong action was taken against contagious bovine pleuropneumonia and in some cases compulsory slaughter of infected cattle was accompanied by compensation paid from Development funds. The provision of these funds has made the eradication of this insidious disease a less distant possibility. Mass inoculation with blackquarter (Black Leg) vaccine was carried out in 1948 in an attempt not only to protect the inoculated cattle but to reduce the incidence of the bacteria in the soil where they may lie dormant for many years. Anthrax was not very prevalent and cattle in endemic areas and trade cattle were vaccinated as a protection. Other diseases of cattle, such as haemorrhagic septicaemia and foot and mouth disease, were controlled as they arose and no extensive spread was allowed to develop. During 1948, considerable quantities of a new and very effective anthelmintics were distributed to provincial veterinary staff and administered to cattle and horses.



Trypanosomiasis remained one of the biggest problems. The northern emirates are fairly free, but even there the fly is prevalent along the all-season streams to which cattle herds must proceed during the dry season for grazing and water. In the central and southern parts of Nigeria the tsetse is so prevalent that it precludes the keeping of livestock in many areas. Such as are kept are small in size and numbers and are always liable to trypanosomiasis. Extensive curative inoculation work was carried out amongst cattle suffering from trypanosomes.

In 1948 a dam was constructed, at small cost, to attempt to provide permanent water in an area otherwise suitable for keeping cattle all the year round. If this is successful, the construction of such dams all over the Northern Provinces would mean that cattle could be kept in fly-free areas all the year and their annual trek to the fly-infested streams made unnecessary. Arrangements are being made to repeat the experiment in other parts of the country.

### *Research*

Vaccine production reached the record figure of 3,294,011 doses during 1948. This was due to an increased demand for all vaccines, but, in particular, for the caprinised virus that is now used for the immunisation of zebu cattle against rinderpest. The issue of this product alone amounted to 992,750 doses.

Experiments are in progress with a strain of rinderpest virus that has been adapted to rabbits. This virus is even more attenuated than the caprinised strain and in countries where it has been used it is said to confer solid immunity on highly susceptible cattle of European breeds. It should be valuable for the immunisation of the shorthorn breeds of the Southern Provinces of this country.

A small quantity of the new trypanocidal drug Antrycide has been received and experiments have been initiated with it as a curative against Nigerian strains of *Tryp. Vivax* and *Tryp. Congolense*. It is yet too early to make a detailed report on its value, although preliminary observations have been encouraging.

Other work in progress at the Vom Laboratory includes studies on the availability of calcium, phosphorus and magnesium in fresh grass and hay for cattle; a survey of the tick population in different parts of the country at all seasons of the year and helminthological studies including chemotherapy of new anthelmintics. Various vaccines, e.g. against anthrax, blackquarter, contagious pleuro-pneumonia of cattle, and the strain 19 vaccine used to immunise heifers against contagious abortion, are the subject of continual investigation with the object of improving their immunising value.

### FISHERIES

Fishing both in inland waters and in the sea is carried out exclusively by Nigerian fishermen and fisherwomen using nets and traps. The only type of fishing boat employed is the dug-out canoe, paddled or sailed. All inland waters are heavily fished and no effective conserving measures are employed. There is considerable variation in the productivity of inland water and certain areas, in spite of intensive fishing, give a consistently



greater return than others. Fishing in the open sea is not extensively practised, the generally accepted reason being that, as there are vast areas of sheltered waters and creeks, the coastal fishing people prefer not to risk the hazards of the sea. The estuaries, of which there are 23, are heavily fished, some in spite of intensive fishing giving consistently better results than others.

All cured fish are consumed locally; the greater part of the catch is cured by heat and smoke, giving a product much appreciated by the people. The product is kept for some ten days only and the demand for it is so great that a longer keeping quality is unnecessary. The demand for both fresh and smoked fish greatly exceeds the supply and there is consequently no export of fish. On the contrary, there is a large import of dried unsalted fish and canned fish.

Government is considering two forms of development of the fishing industry. The first is fish farming on which exploratory work has continued at Lagos during the year and which has been combined with a training school for fishermen. The second is trawling. The first practical sea fishing tests have been made off Victoria in the Cameroons, in co-operation with the Cameroons Development Corporation, which is anxious to increase the protein supplies to plantation labour. Catches worth £40 have been made in three days with simple tackle from a powered vessel. To encourage peasant fishing demonstrations of more seaworthy canoes and various types of gear have been made along the coast from Victoria to Forcados.

#### FORESTRY

Up to the outbreak of war in 1939, the export of timber from the Nigerian forests was to all intents and purposes confined to six or eight "luxury" woods, such as mahogany and its close relatives. The stimulus of the post-war shortage of materials has resulted in the number of exported species rising to thirty or more, and as some at least of these are timbers of good quality which previously could not find access to an extremely conservative market, there is good reason to suppose that, once established, they will remain fully marketable products. This fuller use of the very complex rain forests is of the utmost silvicultural importance, as without full exploitation satisfactory regeneration becomes difficult, if not impossible. Exports again rose, reaching a figure of 2,867,052 cubic feet of logs and 828,624 cubic feet of lumber, as compared with 2,605,051 cubic feet and 744,235 cubic feet in 1947.

Although the revenue value of exports from the Nigerian forests must always loom large in importance, their value in supplying internal demand cannot be overstressed. There is, admittedly, no very numerous monied class with a high standard of living to afford a ready or even appreciable market for sawn timber, and the construction of buildings, and of furniture, except of the plainest type, lies mainly in the hands of Government, Native Administrations, commercial firms and missions. The main body of the population, the peasantry, is also not yet timber-minded to the same extent as in other parts of the world. A few poles, or even slender sticks, to form the framework of a house are often the utmost extent of



the villager's constructional needs. Although these requirements are simple, they are of fundamental importance to the whole structure and economy of the country; together with fuel, roofing mats, palm fronds, knuckles of farm implements, ropes, fruits, vegetables, medicines, meat and innumerable other things—all products of the forests—they form the very foundation of life in Nigeria today. This applies equally to the vast savannahs as to the high forests of the narrow coastal belt. It is impossible to estimate in terms of money or quantity the prime importance and value of Nigerian forest products to every class of the community.

The export timber trade lies mainly, at present, in the hands of widely experienced timber firms, but there are Africans of well established business experience who have now entered the direct export trade with the necessary capital. They have still to gain specialised experience of logging and the timber trade, but represent a new class in the timber industry of Nigeria. African participation was formerly limited almost entirely to the contractor or concessionaire with great experience of logging, but little capital or knowledge of markets. These men continue to work profitably, usually in concert with an established firm.

The world timber shortage continues to attract to the export trade numbers of inexperienced middlemen with no knowledge of timber and the complaints of dissatisfied buyers are numerous.

Internal trade in forest products of all kinds continues to lie in the hands of petty traders. The limited lumber demands are, in the main, satisfied by pit-sawyers, although Government needs are, to a large extent, covered by the Public Works Department Sawmill at Ijora, and other large undertakings often derive their lumber from the United Africa Company's mill at Sapele. There is a number, slowly increasing, of small African-owned mills which are of limited local importance. The Northern Provinces are, for the most, forced to import their lumber from the south but a European-owned mill, using Kurmi forest wood, is now in full production, while the use of the savannah woodlands is being piloted by the Forest Department run mill near Kaduna.

As indicated above, the exploitation of forest products for their daily needs is in the hands of the peasantry and of small traders. Forest products are bought and sold in every village market in the country.

A most important development has been the completion of the first plywood factory in Nigeria. For some time veneers have been produced and exported, but at long last the remaining plant has been installed and plywood of good quality is being manufactured both for export and internal sale.

#### MINERALS

The summary of mining production during the year is as follows:

Tin ore (cassiterite)	12,740 tons
Columbium ore (columbite)	1,096 tons
Gold	3,294 oz. (troy)
Lead ore	345 tons
Zinc ore	541 tons
Coal	605,408 tons

(Note: 1 ton = 2,240 lb.)

*Tin*

Tin ore is the chief mineral product and almost all the yield is obtained from the mining of alluvial ground. The insignificant amount obtained from lodes and greisenised ground is by opencast working, as no stanniferous ore body has been proved which would justify underground mining. There was keen activity in tin mining throughout the year, although operations were hampered by the acute shortage and increased cost of mining equipment and machinery. There had been a steady annual fall in production since the peak of 17,463 tons mined in 1943, when the richest areas were very intensively worked, but that fall seems temporarily to have been checked as the 1948 figure of 12,740 tons is much the same as the figure of 12,597 tons produced in 1947. A factor to be considered was the record high price of £569 a ton, which stimulated the working of previously unpayable deposits and the search for further tin-bearing grounds. There was a marked increase in the number of applications for mining land. The tin mined in 1948 was obtained by 35 limited companies and by various partnerships and individuals. Of the limited companies, 24 are incorporated in Great Britain and 11 in Nigeria. All the cassiterite was purchased by the Ministry of Supply, and shipped to the United Kingdom.

*Columbite*

Much of the columbite was won as a by-product of tin mining, being separated from tin ore of shipping grade in dressing the concentrates for the mine paddocks. Most of it is exported to the United States of America where it is used for stainless ductile steels and welding. A market for this mineral developed only a few years before the war.

*Gold*

Output showed an increase over the figure of 2,503 oz. for 1947, but falls far below the figure of 5,547 oz. for 1946. It was affected by the current high price of tin, as operators on the tinfield were unable to spare either money or manpower for gold prospecting. The gold was again produced by partnerships and individuals working small alluvial mines. Only 44 oz. were exported and the balance was absorbed within Nigeria.

*Coal*

Coal mining is a Government monopoly and the greater part of the output is taken by the Nigerian Railway, although a fair quantity is exported to the other British West African territories. The output for 1948 showed an increase of 26,000 tons over the 1947 figure, and was nearly equivalent to the yield in 1946.

*Lead and Zinc*

Prospecting for lead and zinc ores in recent years has now been followed by a small output, produced by one limited company incorporated in Britain and by one small partnership. Another large company is prospecting in an area giving some promise of yield.



*Mineral Oil*

Prospecting has been again carried out by a British company in the Eastern Provinces.

## INDUSTRIAL DEVELOPMENT

The story of industrial development in Nigeria during 1948 has continued to be very largely one of Government projects and stimulus, although there have been one or two notable examples of the possibility of private industrial enterprise. A brewery, operated by a company formed from several of the largest importing firms in the country, is being erected near Lagos, and should be able to meet practically all the needs of the territory, and a large plywood factory and sawmill have been built at Sapele. Encouragement has been given to the establishment, by a company of African business men, of a ceramic industry in the neighbourhood of Lagos, and in the north one firm is establishing an enlarged groundnut oil expressor plant, and further plants are projected. Several small African businesses have undertaken the production of soap, which finds an export market mainly in the Gold Coast, and increased interest is being taken in the possibility of developing canning, sugar, and boot and shoe industries. Generally speaking, the investment on any large scale of African owned capital has yet to start, but encouraging signs are in evidence.

As in the past two years, the main attention of the Government Department of Commerce and Industries has concentrated on the textile industry and the establishment of oil-palm mills.

Textile production in Nigeria takes two main forms; the weaving of cotton cloths and the manufacture of cordage and mats from palm and other fibres. The crafts are indigenous throughout most parts of the country, but the methods employed are primitive and uneconomical. The number of people engaged in production must run into some hundreds of thousands of regularly occupied craftsmen, and a far greater number engaged in part-time and seasonal work. Spinning is carried out by women using distaffs, while both men and women take part in weaving, the men producing narrow strips and the women a broader cloth. Like all such industries, the Nigerian textile industry suffers from shortage of home-spun yarn, owing to inefficient spinning. Sufficient raw cotton is produced in Nigeria to allow for considerable expansion in the industry, a large quantity being exported as lint. On the other hand there are large imports of yarn, and this was so particularly before the war. One problem confronting the industry, therefore, is to find the best means by which the supply of local yarn can be supplemented to meet the needs of increased production. A textile development programme has accordingly been incorporated in the Ten-Year Development and Welfare Plan, with the principal object of improving technique and providing for the expansion of textile manufacture along traditional lines as a village industry.

A preliminary survey was undertaken by Mr. A. E. Southern of the West African Institute of Industries, Arts and Social Science, towards



the end of 1945, and as a result of his investigations the main outlines of development were decided upon. The framework of the scheme is to establish eight territorial centres, each in charge of a European textile or weaving supervisor. The object in establishing these centres is to investigate processes in use in the areas concerned, with a view to their improvement; to train local weavers in improved methods as a cadre for demonstration work; and to undertake research into various technical problems, such as dyeing and utilisation of local yarns and fibres. Before the plan can come into operation an assured supply of suitable spinning machinery and looms is necessary, and a profitable secondary industry in the manufacture of equipment may be established in due course.

Of the eight projected centres, three are already in operation in the Western Provinces, and the building programme in that area is complete. Each centre has taken its full quota of trainees and each has a waiting list of applicants. A textile centre is able to accommodate 40 to 50 trainees and, up to the present, the wastage owing to failure to reach the set standard of efficiency has been low.

Results from the introduction of new methods of spinning continue to be disappointing, but the training of weavers is now beginning to prove its worth and the output of broad loom cloth is rapidly increasing. The bulk of the cloth produced is superior in quality to that usually expected in Nigeria from hand-woven cloth. Efforts are being made to encourage the production of designs that will attract in the African market, and weavers, who are now acquiring freedom in handling a new technique, show ability and confidence in designing cloth which is really Nigerian in character. The world shortage of dyestuffs has seriously hampered the production of designs incorporating colours suited to Nigerian requirements.

The establishment of Weaving Centres planned for 1948 was delayed until newly appointed Textile Officers began to arrive in July. The preparatory work necessary to the establishment of four centres has been carried out and building has begun at Aba, Kano, Ilorin and Sokoto. Demonstrations of spinning and weaving continue to be valuable in carrying the work of existing centres into remote areas or areas wanting special attention, and of breaking new ground while a Weaving Centre is being built, thus giving spinners and weavers an opportunity of assessing the value of the training offered. During the year demonstrations have been held in the north, in Kano, Katsina, Zaria, Kabba and Ilorin Provinces and, in the south in Oyo, Benin and Onitsha Provinces. The demonstrations have been well attended by both craftsmen and the general public.

The main item of the year's research has been that carried out by the Fibre Officer in the utilisation of fibres belonging to the jute class. A series of fibres has been examined and the production areas surveyed. It has been established that there are in Nigeria valuable textile fibres, other than cotton, capable of a more extensive cultivation and useful for a variety of purposes. This examination brings into view the possibility of a valuable light industry for the making of produce bags, hessians and similar cloths, ropes, twines and cordage, matting and, possibly, paper.



In respect of palm oil, it had long been recognised that Nigeria can no longer, in the face of competition from other producing countries, afford to rely on the primitive methods which had remained practically unchanged since the inception of the trade. Traditional methods of extraction are wasteful both in oil and in labour, and result in a product which, owing to a high free fatty acid content, is sold at a discount in the world markets. Experiment with oil-mills which were instituted before the war, when they were discontinued, indicated that it should be possible to introduce efficient centralised milling methods without serious disruption to the peasant economy. Accordingly plans were made for the establishment of palm-oil mills to be operated in the first instance by the Department of Commerce and Industries and to be handed over as early as possible to the Native Authorities or Co-operative Societies concerned by means of loan schemes financed through the Nigerian Local Development Board. Caution has been necessary in choosing sites in order to make sure that projects receive local support, and sites which are from other points of view satisfactory have had to be discarded owing to opposition from the people. Four mills were worked throughout the year at Amuro, Azumini, Umuchima and Ahoada. Amuro and Umuchima have proved profitable, and are now considered to be ready for disposal to African companies. The results of Azumini were poor, largely because of manila exchange difficulties which affected half of the fruit-supplying area. Ahoada mill started well, although it operates in an area where the people are slow to produce fresh fruit. Approaches have already been made for purchase of the mill. A new mill near Awka was completed during the year, and handed over to an African company, although Government still gives advice, and supervises maintenance. Thirteen more mills have been planned for the Eastern Provinces; four (including two under construction) for the Western Provinces; and one for the Northern Provinces (in Kabba).

Because of lack of supervisory staff, mills have not been erected in the past as quickly as was desirable. To offset this difficulty, 15 prefabricated buildings have been ordered, and are expected to arrive shortly, to house the new mills. Construction is also to be expedited by building mills in groups reasonably close to each other, to eliminate long and wasteful journeys by the supervisory staff.

The average extraction rate of palm oil at the mills is still more than 18 per cent and of palm kernels more than 10 per cent, while the average percentage of free fatty acid is 5 per cent. Collectively, the mills have operated at a small net profit.

Other lines of development concerned dairy produce and clarified butter fat. The operations of the dairy scheme, which had been in progress at Vom and Kumbul in the Plateau Province, were extended and the number of units producing cream for butter making, milk for cheese making and clarified butter fat have been increased from 26 to 52.

In January a scheme submitted by the Director of Veterinary Services to the Nigerian Local Development Board was approved for the establishment of small units in inaccessible areas in the Northern Provinces



in order to purchase surplus milk from the Fulani cattle owners and make it into clarified butter fat. The necessary funds were made available by the Board which requested the Department of Commerce and Industries to undertake the management and development from the initial stages. In June the first training school was established in Yelwa to serve the southern part of Sokoto Province and the northern portions of Niger, in particular the Zuru confederation and Yauri Emirate. Some 15 clarified butter fat units have been established in this area but these have not been very successful so far. It is intended that only surplus milk shall be purchased and that the clarified butter fat will be sold firstly within the Province where it is produced and secondly within Nigeria, exporting the ultimate surplus to the United Kingdom.

Concerning other projects, the Agricultural Department has assisted in investigating the development of the fruit and fruit juice industries. Plant for establishing a small food canning factory has arrived; and it is hoped to acquire the services of an expert in brick and tile working at an early date.

Development of the tanning industry is delayed by lack of staff, but inquiries concerning the use of bagaruwa and mangrove bark for training continue. Other schemes under investigation include the production of fertilisers and the expansion of the local sugar industry to provide white sugar for internal consumption.

During the year the Nigerian Local Development Board made loans totalling £218,492. Assistance was given to cabinet makers, shoe manufacturers, soap factories, manufacturing tailors, textile mills, bakers and other small industries.

#### CO-OPERATIVE SOCIETIES

Public funds were first voted in Nigeria in 1935 for the encouragement of co-operation at a time when no societies existed. The number of co-operative societies has now grown to 946, and the annual rate of expenditure from £1,000 to £50,600. The main objective of the Department now is to consolidate the work done by the existing units and to defer further expansion until the societies' managerial and financial resources have been strengthened.

Much attention had to be devoted, in the light of experience of the past few years, to greater financial economy in the co-operative marketing of cocoa. There was an increase in the share of the total crop handled by societies, although not in the volume. The figures were 11,091 tons, representing 14.6 per cent of the total in 1948, as against 13,253 tons, or 12 per cent of the total in 1947. Over 90 per cent of the societies' cocoa was classed as Grade I or II.

During the 1947-48 season a subsidy of 10s. per ton was paid by the Cocoa Marketing Board to the societies belonging to the association of co-operative societies who had not gained exporting status. In the course of the season three additional societies gained exporting status and by the opening of the 1948-49 cocoa season all the co-operative societies in Ondo, Oyo, Ijebu and Abeokuta Provinces were in a position to export



cocoa through the association. The Cocoa Board agreed to continue subsidies to the remaining non-exporting societies during the 1948-49 season.

The financing of purchases at the price of £120 per ton presented much difficulty, however, as the necessary capital had to be borrowed, and cocoa societies are being encouraged to accumulate funds in order to save farmers many thousands of pounds annually in interest charges.

Thrift and loan societies continued to multiply, and the total figure has grown from 224 societies, with 8,717 members and assets of £154,048 in 1945-46, to 280 societies with 12,354 members and assets of £266,048 in 1947-48. The societies of Calabar Province maintained their leading place in this branch of the movement. They have two noteworthy features: 20 per cent of the societies have an exclusively female membership, and over 40 per cent are themselves organised into a union, which has the function of pooling the resources of wealthier societies and of lending the money thus obtained to younger societies. The development of this union is being watched with special interest by those who look forward to the day when Nigeria will have its first co-operative bank.

Co-operative consumer societies were the object of much interest during the year, especially when during the first six months a comparatively large amount of goods (value approximately £20,000) was imported by the Nigerian Co-operative Supply Association and distributed to societies. Some difficulty was occasioned by the extremely local character of consumer preferences, and the future of the Supply Association and of the consumer societies which are indebted to it cannot be foreseen until the financial results of this first effort in the field of wholesale and retail trading are known.

The various miscellaneous types of societies had an average year; in particular the Ikot Ekpene Co-operative Raffia Workers did very well by exporting their products to the United Kingdom in large quantities until July when a decline in sales led to reduced output.

## Chapter 7: Social Services

### EDUCATION

#### *General*

The outstanding event of the year was the publication of the results of the inquiry made by Mr. (now Sir Sidney) Phillipson, C.M.G., assisted by Mr. W. E. Holt, O.B.E., on grants-in-aid of education in Nigeria. The report, which is probably the most exhaustive treatise on this subject ever to be made in the history of British colonial education, re-established, on a basis amended to suit present conditions, the principle, perforce abandoned for some years, that efficiency should be the criterion by which schools should be assessed for grants-in-aid. It also introduced the further criterion, often adopted in practice but never before explicitly stated, that to earn a grant it must be demonstrated that the school is "socially useful", in the sense that the school is the type best suited to



the needs of the locality in which it is established. The report, together with the Ordinance and the Grant-in-Aid Regulations which followed from it, was closely examined by the Board of Education, the Regional Houses of Assembly and Legislative Council and was finally approved with little amendment. The new Ordinance and Grant-in-Aid Regulations came into effect from the beginning of 1949. (See Appendix B.) The administrative staff of the Department were mainly occupied during the year, first in collecting material for the report and thereafter in making a complete survey of all existing schools for the purpose of assessment under the new code.

The Legislative Council voted a special grant of £500,000 to be spent over five years, for education in the Northern Provinces. This grant, which is additional to grants already allocated under the general Development Scheme, has enabled a Supplementary Development Plan to be made which aims at establishing over the five year period, two new Government secondary schools, two men's higher elementary training centres, seven men's and four women's elementary training centres, nine boys' and nine girls' senior primary schools. The plan will require the services of a large number of expatriate staff on short-service terms. There is no doubt that enthusiasm for education, though it was slow in developing in the North, has quickened considerably in the past few years and now infects all classes.

Towards the end of the year Dr. F. J. Harlow, Principal of Chelsea Polytechnic, and Mr. W. H. Thorp, the Department's Chief Inspector of Technical Education, began an investigation into the question of regional colleges in Nigeria.

The regionalisation of the Department's activities has proceeded with comparative smoothness and while there is still a serious shortage of staff in the regions, in both administrative and institutional work, the pattern of regionalised administration is becoming clearer. Consultative machinery is being built up to cover all aspects of education: it includes the Regional Board of Education, local education committees, conferences of principals, curriculum committees, literature committees and *ad hoc* conferences. The pace at which local education committees can develop depends largely on local circumstances. Where, as in many areas in the Western Provinces, there is a body of like-minded enthusiasts, committees function easily and are eager for greater responsibility. These committees have been successful in arranging for refresher courses for teachers, for the introduction of a school meals service and for the improvement generally of education within their provinces. In other areas, where local suspicion and rivalries have to be overcome, progress is inevitably slower. At all levels of consultation the Nigerian Union of Teachers has continued to show itself a responsible body, having at heart not only the interests of its members but the general welfare of education in the Territory.

Despite the general pre-occupation throughout the year with the administration of education, its content has not been altogether neglected. New syllabuses for the junior and senior primary schools have been



issued and there has been much consideration of the best methods for the training of teachers. There is no abatement of the desire for education and primary schools have continued to increase in number though, in most areas, there has been a deterioration rather than an improvement in quality. It will be several years before the new Grant-in-Aid Regulations have their intended effect of encouraging quality and of consolidating primary education in areas where it has grown up on too insecure a foundation. The clamour for education has resulted too often in schools staffed with inadequately trained teachers, over-crowded classes at the one end and uneconomically small classes at the other, constant changes of staff and ill-considered promotion of pupils. That the need to tighten up standards is realised in many quarters is shown by the request of a large number of head teachers in the Western Provinces that a centralised test for the primary school leaving certificate should be re-introduced.

### *Primary Education*

Detailed statistics for the year are not yet available but some idea of the rapid growth of primary education can be gained from the fact that in the Western Provinces alone 158 new primary schools were opened in the course of the year. In the Eastern Provinces, it is estimated that in some of the more densely populated districts, between 70 per cent and 80 per cent of the boys of school age attend school if only for a short period. The native administrations and the voluntary agencies are the principal agents for education in the Northern Provinces: the former work chiefly in the more northerly regions and the latter in the border provinces and in the more undeveloped, and mainly non-Moslem, areas. At the close of the year there were 463 native administration junior primary schools with an enrolment of 30,100 and 830 voluntary agency schools with an enrolment of 51,700, while there were over 2,000 pupils in the middle schools which include senior primary classes and some sub-secondary classes.

### *Secondary Schools*

In June, 1948, there were 50 "recognised" secondary schools in Nigeria, 11 of these being in Lagos. With the assistance of development funds, additions are being made to existing institutions, both Government and voluntary agency, and some progress has been made with the building of new schools. In the Northern Provinces, the Government College at Kaduna will soon move into its new buildings at Zaria, the new Roman Catholic school at Kaduna is almost ready, the School of Arabic Studies has occupied its new buildings in Kano city and the new Government Secondary School for Keffi will shortly occupy temporarily the buildings vacated by Kaduna College.

The existence of a large number of schools which claim for themselves the title of "secondary" schools or "commercial institutes" bears witness to the continuing and increasing demand for secondary education for boys. The fact that many of these institutions are ill-equipped to provide the desired course does not deter parents from paying the not inconsiderable fees demanded, nor are the pupils readily convinced that many of



them are unsuitable for the "grammar school" type of secondary education. The entrance examination to the Government College, Umuahia, in the Eastern Provinces, attracted 2,105 candidates for the 30 places available. About 100 reached the required standard.

Generally speaking, secondary education at its present stage of growth presents the same problems—though on a much reduced scale—as does primary education. There is, on the one hand, an uncritical though sincere desire for more secondary education facilities and, on the other, the bleak facts that, despite the generous scholarship system inaugurated by Government, there is not the trained staff for the schools nor suitable buildings to house the schools. It will take several years for the thin trickle of graduate staff now coming from the universities to develop into a steady stream. To counsel patience seems often to be a counsel of perfection but a renewed effort is being made to enlighten public opinion and to guide it to a realisation that in the long run one secondary school of high quality will be of greater benefit to the country than two schools of very ordinary quality.

### *Girls' Education*

As in the other branches of education, 1948 was a year of progress in the education of girls and women. Training colleges increased in number and existing colleges expanded. Among the latter must be mentioned St. Agnes (R.C.) and Owo (C.M.S.). The number of diploma students attending the United Missionary College during the year was encouraging and showed that entry at post-School Certificate stage is more popular than expected. Buildings for the first women's training college in the Cameroons were completed by the end of the year. The Northern Provinces now have three elementary training colleges, each small but at least a beginning.

The number of girls attending secondary schools is disappointing and the standard at entry only fair. However, with more qualified staff, helped financially by Colonial Development and Welfare grants and the new Ordinance, we look for improvement and expansion. No additional schools were opened during the year, but the new buildings completed and nearing completion should be able to accommodate more girls next year. Seven full secondary schools, two to Middle IV and two to Middle II can supply a vast territory like Nigeria with only a negligible number of girls for the professions open to them, and until a good deal of expansion takes place we can hope for very few of the urgently needed university women.

Primary education goes on apace and this year saw the opening of a large number of new girls' schools. In the Eastern and Western Provinces there is a growing tendency to separate girls at present in mixed schools, and this seems to be giving parents confidence. There are now 40 girls' primary schools in the Western Provinces and 86 in the east. Much of the girls' primary education, however, is still in mixed schools; the Eastern Provinces alone have 58,000 girls in mixed schools. In the north most of the girls' education is in mixed schools but there is considerable wastage and until more girls' schools, including senior primary



ones, are opened there will be little progress as the standard reached by girls in the mixed schools is too low for entry to teacher training.

Domestic training still continues to be popular and the centres have done good work. Here again, however, no addition to the existing number can be contemplated until more trained teachers are available.

### *Adult Education*

Adult education has perhaps been the branch in which most progress has been evident. There is growing popularity among women for practical training, and their pleasure in the work is genuine. The voluntary agencies have done excellent work in this direction, and the standard reached by those who took the housecraft certificates was encouraging. In addition to this widespread work by the various missions, there are three education officers now working with adult women in the backward areas of the Bamenda Division in the Cameroons, the Tiv area in South Benue, and Riyom on the Plateau. Here also where the women are often exhausted by manual labour on the farms the delight in the lessons and the interest shown are encouraging. There is little desire for literacy, and if it were pressed upon the women much good work would be undone. The approach through homecraft training is believed to be the correct one, and the influence on the standard of living, although easy to exaggerate, must in time make its mark. The dislike of sending children to school gradually wanes after these women have had some training of this kind. There will, however, be severe shortage of staff for all branches, junior primary, senior primary and domestic science teaching until the two women's training colleges and two secondary schools being built from development funds have been completed.

### *Teacher Training*

Already the decision to apply the bulk of the available development funds to the expansion of facilities for teacher training and secondary education is paying dividends. This concentration, together with the revised salary scales for teachers, has resulted in a considerable increase in the number of secondary school pupils wishing to enter training institutions. New centres are being built and old ones expanded to take double the number they formerly accommodated. The problem—and it is a very real one, since in the Eastern and Western Provinces only 20 per cent of the present teachers are trained—is being attacked from several angles. In addition to the increase in accommodation at centres for the training of elementary and higher elementary teachers, a large number (15 in the Eastern Provinces alone) of preliminary training centres have been established to give a year's preliminary course to those who will later go on to elementary training centres and to those who have been teaching for some time but who have received no training. Again, numerous refresher courses have been conducted during the year.

The greatest need in all areas is for teachers with the higher elementary teachers' certificate which enables them to teach in senior primary schools. This is especially true of the Northern Provinces, where the newly established Government Centre at Katsina will produce 40 teachers



of this standard annually from 1951 onwards, a reinforcement that will do much to close the present gap between the junior primary schools and the secondary schools.

Training Institutions on the whole are becoming more efficient and when the new syllabuses are operating fully there is no doubt that the standard will improve considerably. The Rural Education Centre at Umuahia held its usual course for rural teachers: there were 29 teachers enrolled including one from the Gold Coast.

To supplement the exiguous supply of secondary teachers, it was decided to continue the special teachers' training course at Ibadan, in which the University College staff generously co-operated.

### *Higher Education*

With the passing of the Provisional Council Ordinance, University College, Idāban became a legal entity: the ceremony of transfer of the permanent site of the University College to its keeping and of the inauguration of building by the Right Honourable Arthur Creech Jones, M.P., Secretary of State for the Colonies, took place on 17th November, before a large assembly which included representatives from every region in the Territory. The College is already accommodating a larger number of undergraduates than was planned for the first academic year. (See Appendix C.)

Government scholarships for higher education at overseas institutions or at Ibadan were awarded to 40 candidates during the year. Selection of these candidates was made finally by a Central Scholarship Selection Committee after the candidates had first been "screened" by regional selection committees. In 1949 candidates will be selected by the Regional and Central Public Service Boards. In addition, 14 scholarships were awarded under the Colonial Development and Welfare Scheme. It is appropriate to mention here that two other agencies have been at work in the field of education, namely the Extra-Mural Studies Delegacy of Oxford University and the British Council. The British Council's activities in the educational field have included assistance to libraries and the organisation of discussion groups and meetings for play reading, while in the wider cultural field, music and drama have received notable encouragement.

### *Mass Education*

In the general movement towards mass education, the department has continued to concentrate on the organisation of campaigns for adult literacy. The number of adult literacy campaigns specifically sponsored by the Department has increased from 14 to 20 (north 7; west 4; east 7; Colony 2). The early campaigns, which were little more than experiments, gave useful experience and new campaigns in the main language areas can now be started with greater confidence. It is hoped, with an increase in staff, to extend these campaigns and to give more attention to the problem of the small language groups. During the course of the year about 29,000 adults passed through the 1,200 classes in 432 villages. The figures for the regions are north 11,000, east 8,000, west (and Colony)



10,000. A number of the campaigns are still in their infancy and have not yet reached the capacity of 44,000 as at present organised. Reading and writing is sometimes achieved in three or four months though it is usually longer. In many areas the literacy course of two lessons a week is now being stabilised at six months. The number of women attending classes has increased. Although there is no indication of a mass demand for literacy, there is in some areas such a demand by children too old to enter schools that it is an embarrassment to the conduct of these adult classes. The instructors, numbering about 1,000, and those responsible for organising adult classes are to be commended for their efforts.

One of the main factors in popularising literacy is an adequate supply of low-priced literature. It has not been possible in the past to make active propaganda because of lack of suitable reading matter. This problem is now, however, on the way to being solved in the principal languages, and it is hoped next year to enlist the co-operation of the press in the problem of removing illiteracy by encouraging associations, unions, clubs, etc. to make use of the special low-priced literature being produced. The number of publications in the five languages are Hausa (26), Tiv (8), Yoruba (14), Ibo (13) and Efik (15) giving a total of 76. In the course of the year the number of newsheets produced for literacy campaigns has increased from three to six. One in Hausa and another in Tiv are published by the Gaskiya Corporation with the support of Government and native administration funds and sold at a subsidised price, and the third in Efik is a public spirited effort by a local publisher without any assistance.

During the first nine months of 1948, £5,960 worth of mass education publications were produced at a cost of £3,000 to Government in subsidies. The value of the literature produced was Hausa £3,600, Tiv £600, Yoruba £850, Ibo £640 and Efik £270. Booklets are sold at subsidised prices varying from  $\frac{1}{2}d.$  to  $3d.$  principally though not entirely in the campaign areas. Sales for the first nine months of 1948 were:

	<i>Hausa</i>	<i>Yoruba</i>	<i>Ibo</i>	<i>Efik</i>
Number . . .	216,000	29,400	26,900	11,450
Value . . .	£1,153	£184	£164	£65

Special thanks are again due to the Gaskiya Corporation and the Co-operative Supply Association for their indispensable assistance in producing and distributing literature.

A problem which it is hoped to attack in the forthcoming year is that of distribution of literature in rural areas. Native Administrations, particularly in the north, have given valuable assistance to literature production by making large bulk purchases; they have still however to develop organisations for selling this literature. With the help of the Co-operative Supply Association a scheme for village libraries has been started in the Western Provinces. In addition lists of English and vernacular books suitable for village libraries are being circulated throughout the country.



*Technical Education*

In the building-up of the work of the Technical Education Section of the Department, progress has been very satisfactory and the volume of construction has been considerably greater than in any previous year, despite a continuing delay in the delivery of materials. At Yaba Technical Institute the following courses are now in operation:

Junior Technical (pre-employment apprentices' course).

Handicraft Instructors' Course (to train handicraft instructors for secondary schools).

Manual Instructors' Course (to train manual instructors for senior primary schools and handicraft centres).

Mechanical Engineering Assistants' Course (to train engineering assistants for Government departments and private concerns).

These are full-time courses and the 90 students in attendance are resident. In addition the Institute provides part-time day and evening instruction for 95 apprentices in general fitting and carpentry and joinery; and for 208 evening students in mechanical engineering, carpentry and joinery, and electrical installation work.

The new woodwork and metalwork shops have been completed and are now in use. The new building construction block, comprising lecture and drawing rooms and a laboratory for building science, has also been completed. Good progress has been made in the erection of the new mechanical engineering block which should be finished by the end of the present financial year.

At Yaba Trade Centre the 20 apprentice carpenters and 20 apprentice cabinet makers already in attendance have made satisfactory progress during the quarter. An additional 20 carpenters, 20 cabinet-makers and 20 motor vehicle fitters will shortly be admitted. Recruitment for the centre will then have covered the districts of Lagos, Abeokuta, Ibadan, Oyo and Ondo.

At Kaduna Trade Centre the work of the apprentices in fitting, carpentry and joinery, and bricklaying, both on the practical and theoretical sides, continues to be satisfactory. Visitors to the centre from all classes of the community have been considerably impressed by the standard of the work of the trainees.

The new mechanical engineering shop has been completed, the timber store is rapidly nearing completion, and the construction of the motor engineering shop and additional round houses proceeds apace—most satisfactory results to which the carpentry and bricklaying apprentices have made an important contribution.

At Enugu Trade Centre work has started on the erection of five staff quarters and it is hoped shortly to proceed with the construction of general offices, a general store and a wood machine shop.

*Veterinary Education*

During the whole of 1948, the Veterinary School at Vom was for the first time since its foundation in 1944 fully equipped and staffed, but the difficulty of obtaining suitable students has become even more apparent.



There are three courses of instruction:

- (a) The six-year course (intermediate university course lasting four years at Vom) for training Assistant Veterinary Officers is based on the M.R.C.V.S. course in Great Britain. Six students were admitted in 1946, five of whom did not possess the initial qualifications for entry laid down in the prospectus but who were admitted for trial. These five all failed to pass the professional examinations and have left. Only one student with the necessary qualifications presented himself for admission during 1948. The total in training is therefore two.
- (b) The three-year course for senior veterinary assistants. The standard required for entry to this course is that of matriculation. There was no lack of suitable candidates for this course, in fact the vacancies could have been filled two or three times over. Ten new Nigerian students and three from the Gold Coast were admitted bringing the total in training to 25.
- (c) The one-year course for junior veterinary assistants. The entrance requirements are that the applicant shall be able to speak simple English. The course is open to Native Administration Veterinary Assistants. Ten new applicants managed to pass the entrance examination and were enrolled during the year. Fourteen completed the course, nine of whom obtained the pass certificate.

The majority of the 37 students in residence including all new entries received full board, lodging and other facilities free and in addition a small allowance of pocket money. Several types of accommodation are available and two messes cater for the different types of food prepared by the northern and southern students respectively.

#### HEALTH

Despite the continued shortage of senior and junior staff the Development Programme made slow but sure progress with the inauguration of training schemes and the building of rural health centres and hospitals.

At Kano, the Sanitary Inspectors' School is in full swing and it is expected that the hostels for maternity assistants, dispensary attendants and nurses-in-training will be built in the near future. Sokoto has introduced successfully a school for the training of men and women with elementary school education. The candidates are given a general education in the first place and suitable candidates pass on to training as nurses, sanitary inspectors, dispensary attendants and midwives. At Aba, the Sanitary Inspectors' School has received its first batch of students. The shortage of qualified sister tutors inevitably retards the production of trained nurses.

Rural health work is beginning to make satisfactory progress, especially in the Provinces of Katsina and Sokoto. In Katsina, the first provincial registration of births and deaths was inaugurated. In Sokoto the township of Asabo has elected to build its own rural health centre. Buildings for the Rural Health Centres at Ilaro and Auchu are nearing completion.

Work on new, or on extensions to existing hospitals is continually held up by shortage of materials. The Abakaliki Hospital is completed except



for one female ward; the building of a new hospital at Onitsha progresses; the additions to the Enugu General Hospital have been made, Adeoyo Hospital, Ibadan, has been enlarged and has been taken over by the University College; the new hospital at Akure is not yet completed owing to a shortage of water; the work of building the new hospital at Birnin Kebbi is in hand; Pankshin Hospital was taken over by the Government from the Native Administration; Offa Hospital opened its wards earlier in the year; additions were made to the hospitals at Gusau and Minna; a new infant welfare clinic was built in Kano city; and the Infections Diseases Hospital in the same city nears completion. A dental surgery is under construction at Jos.

The most serious brake on all the activities of the Department is the lack of trained staff. The recruitment of senior officers and nursing sisters from the United Kingdom has not come up to expectation, and the position has been further aggravated by the frequent retirement of Yaba graduates, some of whom have preferred to seek their fortune in private practice rather than remain in public service.

The Malaria Scheme came into being during the year. Much of the work in the early years will be devoted to research. A preliminary survey was made in the Ilaro area which may throw light on the possibility of establishing an "island of eradication" of anopheles mosquitoes. Surveys have also been made in the townships of Enugu and Onitsha. Work continues to be carried out by the Medical Research Council of the United Kingdom on the effect of Paludrine on the West African strain of malaria parasites.

The work of leprosy control has made significant progress, following the arrival of a Senior Leprosy Officer. It is hoped in the near future to lay down a more comprehensive policy for tackling this widespread socio-medical problem. Meantime research work at Uzuakoli both social and in the use of new drugs, is proving most valuable.

Routine surveys made by the Sleeping Sickness Service indicate that the incidence of trypanosomiasis is now down to one per cent, a good working average. The drug trials with the new prophylactic Pentaminide have proved very satisfactory. It is hoped that animal inoculation with the prophylactic drug Antrycide will be equally effective when supplies become available.

The staff of the West African Trypanosomiasis Research Institute have arrived and are busy building up their organisation and laboratories at Vom and Kaduna.

A nutrition survey was carried out in the Kontagora area during the year. The conclusions reached were that the farmers' diet showed marked deficiencies in animal proteins and fats and that these deficiencies had a pronounced effect on the agricultural production of the country.

Many medical stations, both Government and Native Administration, received new ambulances and supplies of new vehicles continue to arrive.

There were serious outbreaks of relapsing fever on the Jos Plateau and in the Provinces of Katsina and Sokoto. Smallpox epidemics were reported from Sokoto and the Ijaw country, with minor outbreaks at



Kano and Onitsha. An intensified campaign of vaccination checked the spread of this fatal disease.

Further steps have been taken to implement the policy of collaboration between the Government and missionary medical services by the appointment of the Phillipson Commission of Enquiry. Provision was made in the current estimates to assist missions in the construction and extension of hospital buildings and the purchase of equipment.

The Medical Department has taken an active interest in the examination of the Niger Agricultural Project under the auspices of the Colonial Development Corporation, because the control of malaria and sleeping sickness, improved sanitation and a nutrition policy are essential to the success of an agricultural project of this kind.

More medical field units are being trained in Makurdi. Several sections of the units did excellent work in dealing with the epidemics of relapsing fever and smallpox. The units in the field are making surveys and the information obtained is proving invaluable.

Under the Nuffield Foundation scheme for providing a panel of consultants for the Colonial Medical Services, visits were paid by Dr. Douglas Miller, Consulting Gynaecologist, Edinburgh University, Dr. F. R. G. Heaf, Tuberculosis Specialist, London County Council, and Professor A. Topping, Professor of Social and Preventive Medicine, Manchester University, who gave much valuable advice and encouragement.

## HOUSING

### *Northern Provinces*

For the majority of people in the rural areas there is no housing problem. Using only local materials each family constructs for itself a varying number of the traditional round mud huts with thatched roofs, and surrounds the family compound with a wall of mud or matting. These huts vary in quality and size in different areas, but the better ones are well suited to the climate and to the building material available.

In the villages and towns, however, as soon as considerations of space begin to make themselves felt, overcrowding very quickly develops. Without some form of control, not only are huts crowded together inside individual compounds, but compounds press hard one upon the other, wells and pit latrines are found side by side, only the narrowest thoroughfares are left free, and regularly in the dry season fires break out and in a matter of a few minutes whole quarters of a town are burnt.

Fortunately great enthusiasm has been shown in recent years both for a higher standard of housing and for improved community lay-outs. In every Province model schemes have been carried through by which existing towns have been improved by the provision of new wide roads and open spaces, dispossessed householders being compensated from public funds; wells are sited and dug, avenues of trees are planted, and in addition to the town being made very much more attractive and healthy, adequate fire breaks are thus provided. In other places where the ground is unsuited to such improvements, entire new villages have been marked out on nearby sites and the people encouraged, as their old buildings



fall into disrepair, to take up plots in the new area. The public support accorded to such schemes in all but the most conservative areas has been most encouraging, and requests are constantly being received for assistance from other villages who wish to copy their more fortunate neighbours. Other improvements which are being made to towns are the clearing of the undergrowth along the banks of the Lanza stream which runs through the middle of Bida, and the conversion of this formerly tsetse fly-infested strip into a fine open park.

In all but the more cosmopolitan centres the houses are owned by the persons living in them, but in the larger towns there is a considerable landlord class; this quickly leads to congestion, for high rents can be demanded and without control there is hardly any limit to the number of huts that can be crowded into a compound.

In both countryside and towns improved types of houses are becoming gradually less rare, and it is certain that many men who have come home after several years in the Army have deviated from traditional styles in building their own quarters, even within the family farmstead. It is interesting to record that an all-African committee formed to consider the type of housing which should be constructed by the Adamawa Native Authority for its employees unanimously favoured a break away from the old type of compound consisting of an agglomeration of round mud huts and voted in favour of the Western type of multi-roomed house all under one roof. It has not proved easy, however, to reconcile this type of building with the requirements of a polygamous Moslem occupier and at the same time keep the price within reasonable limits. The lack of alternative building materials at a reasonable price is a great obstacle. Due to heavy transport charges, in many areas cement costs as much as £1 a bag, corrugated iron, where available, 15s. a sheet, and sawn timber suitable for building purposes a correspondingly enhanced price. However, despite difficulties of imported materials, much can be done to improve the standard of housing with local materials, and there have been a number of individual instances which clearly demonstrate the possibilities when the desire for better housing exists.

### *Western Provinces*

The majority of the population live in mud-walled houses with thatched roofs and wooden windows and doors. In the waterside areas houses of bamboo and thatch are common. In urban areas rambling single-storey mud-walled buildings, sometimes cement-faced, with unguttered corrugated iron roofs are common. Houses are usually owned by the head of the family or the occupant. The present high prices of farm produce would in normal times have resulted in improved building, but this is now prevented by the continued shortage of most imported building materials. The construction of permanent houses of more than one storey with cement block walls and galvanised iron roofs is on the increase among the wealthier Africans.

Most Native Authorities employ their own sanitary inspectors to enforce health rules. An increasing number of Native Authorities are adopting building rules, and in a few cases town planning authorities have been





*With acknowledgments to the Trustees of the British Museum*

BENIN BRONZE PLAQUE SHOWING MUSICIANS PLAYING  
ON IRON GONGS



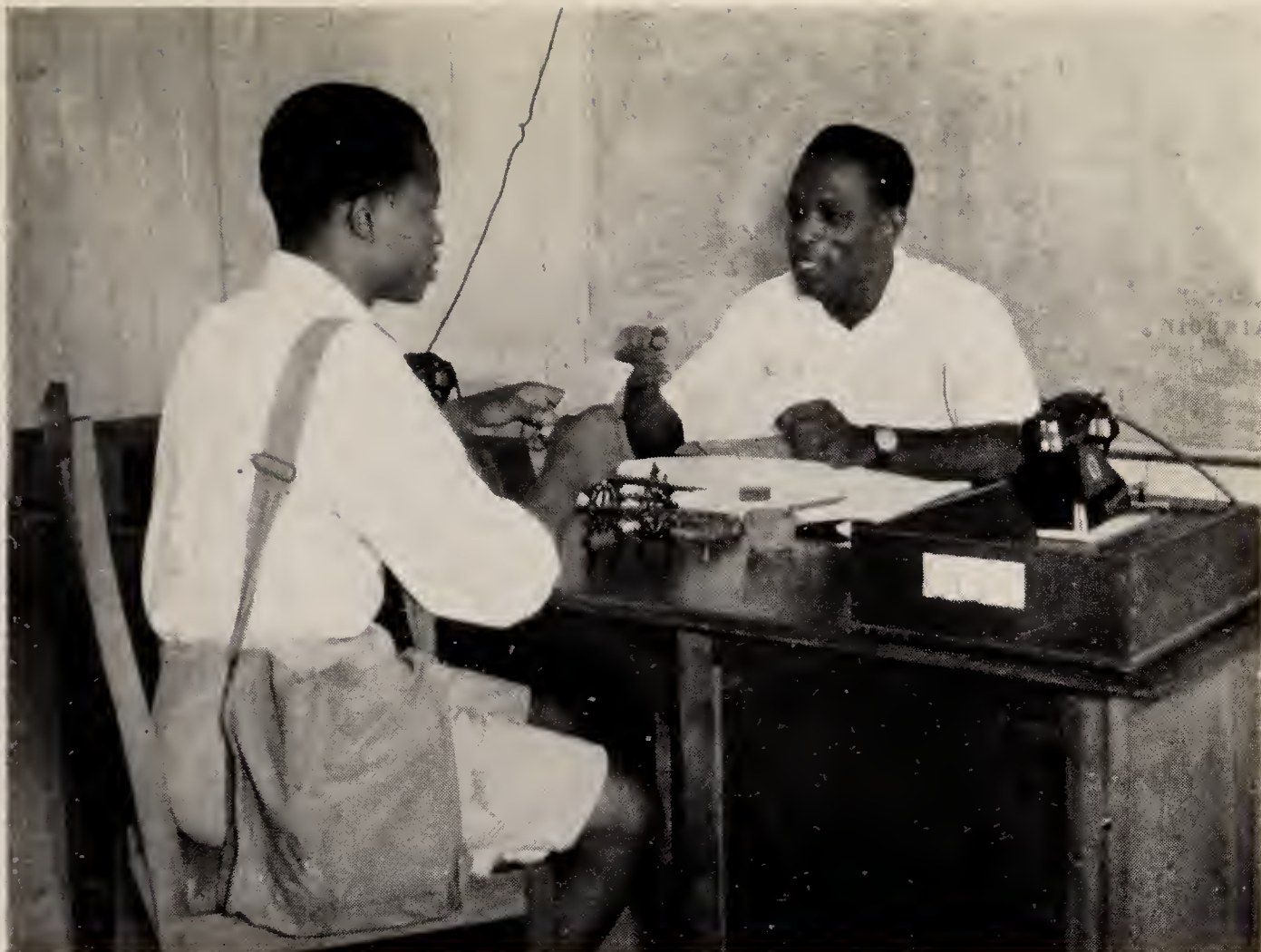


VILLAGERS MAKING MUD BRICKS FOR THE WALLS OF THE  
MATERNITY HOME AT UDI



THE PUBLIC VACCINATOR IMMUNISES A CHILD AT THE HEALTH  
OFFICE, LAGOS TOWN COUNCIL





A SCHOOLBOY SEEKS HIS FIRST JOB THROUGH THE EMPLOYMENT  
EXCHANGE

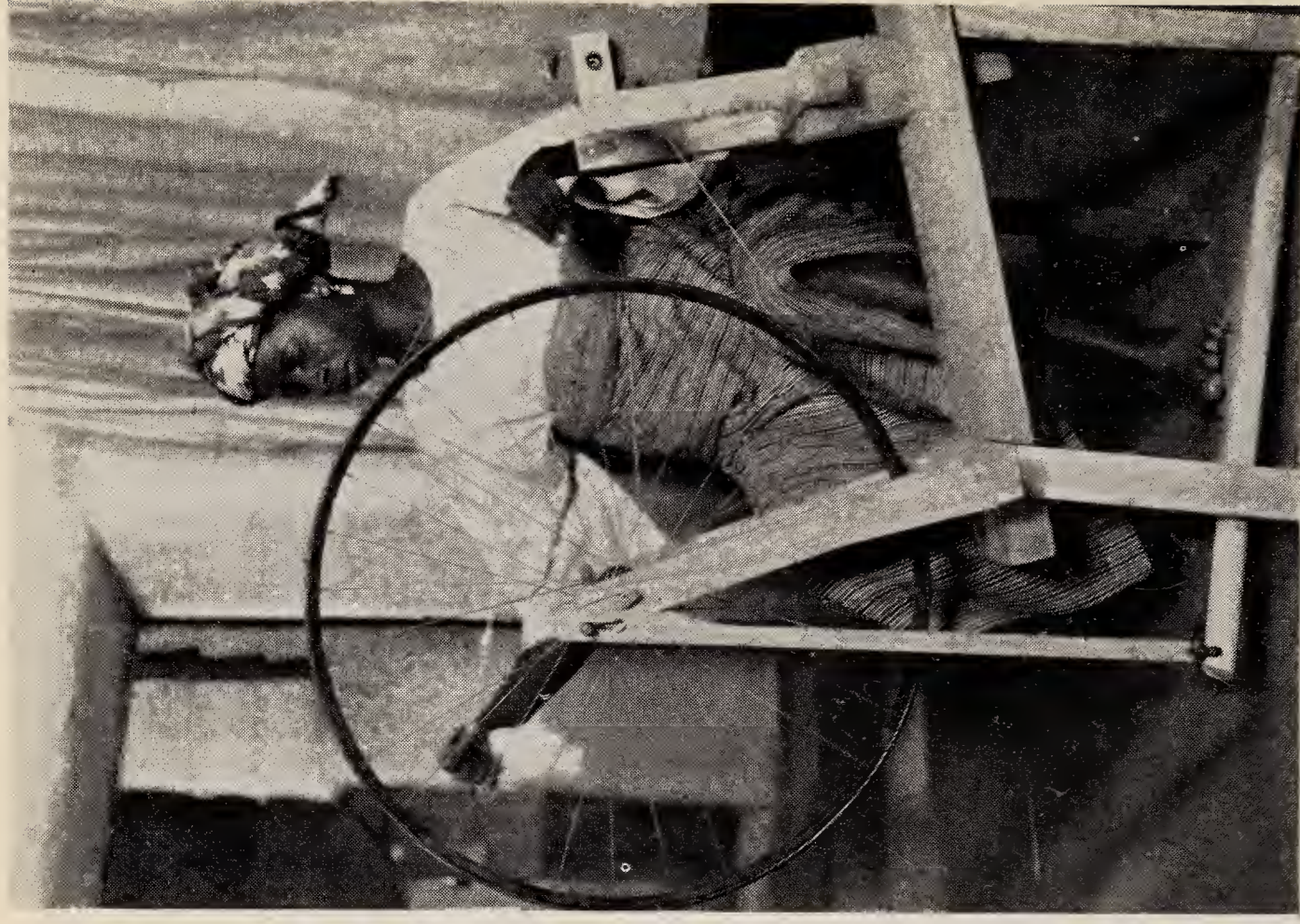


NIGERIAN TIMBER FOR EXPORT





A FARMER SELLS HIS COTTON AT A BUYING STATION IN THE  
NORTHERN PROVINCES



A SPINNING DEMONSTRATION BEFORE TRAINEES  
*The weaver is Madam Tinuade, sister of the Evi of Ado Ekiti*



established under the Town and Country Planning Ordinance. The latest town planning authority to be constituted is that at Shagamu in the Ijebu Province.

### *Eastern Provinces*

Houses vary from those with mud and wattle walls and a palm or grass thatch roof, chiefly in rural areas, to those built of mud or mud and cement blocks with a corrugated iron roof and cement floor. In the larger towns the lay-out varies from the usual conglomeration of untidy shacks of mud and thatch to the more orderly lines of corrugated iron-roofed dwellings on the European model. In the villages, houses are individually or family owned, while in the larger centres, such as Port Harcourt, a fair proportion can be found which are owned by a landlord and leased to those who for one reason or another have migrated to the towns.

The Port Harcourt Town Planning Authority has obtained loans from the Nigeria Local Development Board of £16,500 and £2,000 for the two planning schemes known as Creek Road Extension and Hospital Road Extension respectively. The Local Authority, Enugu, has obtained a loan of £12,000 for the construction of roads, drains etc. in the Uwani lay-out scheme. Other planning schemes are contemplated for Enugu. Applications have been made that town planning authorities may be appointed for Calabar and Enugu, and in Calabar work has already begun on the establishment of a lay-out at Edgerley which will be a decantation area for slum clearance schemes. In Oron town in the Eket Division of the Calabar Province, schemes for re-planning are being prepared and applications for large loans for this purpose are contemplated. Assistance by means of grants from Colonial Development and Welfare Town Planning allocations has been given to the projects mentioned. In addition, in Port Harcourt a town planning scheme has been submitted for the approval of His Excellency in Council. Plots in the area lying north-west of the railway in this scheme have already been allocated and reserved areas for school and church sites have also been allocated. A scheme for rent revision is now in process of preparation in Port Harcourt, and in Calabar a new scheme of rating is being prepared to provide funds for funding loans to be obtained for town planning. In Victoria a zoning plan covering the allocation of sites for various types of buildings has been prepared.

The interest in village development and re-planning has continued, and in places where active work has been done, assistance has been given from the grant for village reconstruction from Colonial Development and Welfare funds.

### *Colony*

Throughout the year both the Lagos Executive Development Board and the Ikeja Town Planning Authority have been faced with a complexity of problems, but each in its own direction has made progress. The main immediate need of the Lagos Executive Development Board, almost fully satisfied during the year, was departmental organisation, the recruitment and housing of technical staff, the erection of offices and the



purchase of instruments and technical equipment. This important preliminary work, which of course is not reflected in any visible improvement in Lagos conditions, was essential if the Board were to apply itself with any hope of success to the gigantic tasks with which it is faced. The recruitment of suitably qualified engineers has still to be achieved but at the end of the year there were indications that they were forthcoming.

The first tasks of the Board are the Apapa reclamation and development, planned as a satellite town to accommodate a population of approximately 18,000, Lagos slum clearance, and the temporary housing of dispossessed persons. The detailed surveying and planning for these works have been completed and estimates of costs prepared. Contract documents for the Apapa scheme have been drawn up and tenders are being sought in England from contractors specialising in land reclamation. A provisional estimate of £17,000,000 has been made for the development of the whole of Lagos providing for slum clearance, reclamation, road widening, bridges and the complete development of planned areas.

In addition to work on its main tasks the Board has successfully undertaken a miscellany of minor planning projects and in particular has advised and assisted members of the public with a wide range of problems relating to building plans and land. Seven hundred and nine building plans have been inspected and the sites of 615 approved. When limitations of staff have been fully overcome the advisory function of the Board will be extended to permit members of the public access to appropriate officers at any time in working hours for advice and discussion on individual problems.

The work of the Board during the year has therefore not been spectacular but it has been effective in so far as it has disposed of many preliminary difficulties and placed itself in full readiness for the work for which it was created.

The Ikeja Town Planning Authority has experienced difficulty in the application of the Nigerian Town and Country Planning Ordinance over tracts of privately owned land north of Lagos; lack of finance for works, land acquisition and for compensation payments have imbued the Authority with a feeling of frustration. But following the attachment of a Development Officer to the Authority, the secondment of an architect by the Public Works Department and the co-operation of the Lagos Executive Development Board, as a supplement to the subordinate staff financed by annual grants by the Ikeja Native Authority, the Authority has begun to adopt a more hopeful outlook. The somewhat negative function of control to which the Authority has been previously limited was transformed to a positive function and many technical difficulties were either overcome or disregarded. Planned schemes for centres of population at Mushin, Oshodi, Ikeja and Agege have nearly been completed, and controlled interim development has proceeded throughout the year.

The Authority has been accused on various occasions of giving insufficient publicity to its plans and policy. Consequently in 1948 it



published an informative brochure showing the planning area and zoning proposals.

Satisfactory progress has been made in the residential area at Ikeja, which now has the appearance of a well-planned garden suburb. The Public Works Department and the Nigerian Railway have co-operated with the Authority in providing access roads and other facilities linking the residential area with main roads and with areas of planned development.

In each of the main Native Authority areas building rules are effectively enforced and modest planning schemes are being undertaken. Within the limit of the financial means of the public, standards of building and siting are being steadily raised in these areas. There is now no opposition to control and the prohibition of sub-standard building is generally accepted and understood.

In Lagos a continued shortage of housing of all standards has caused inflated rent charges and made the re-examination of rent control legislation necessary. Lack of quarters for the growing number of officers posted to Lagos is presenting an increasingly acute problem. Building although proceeding on a comparatively large scale fails to keep pace with needs.

## SOCIAL WELFARE

### *Northern Provinces*

The bulk of the population does not take readily to regimented community activities on a Western pattern. A very vigorous community life already exists amongst the people in general, and there is perhaps a tendency to overlook indigenous institutions; village dancing, boxing and wrestling matches, the local market, regular religious festivals and observances such as marriage and naming celebrations, often accompanied by drumming and dancing, take the place of European societies, clubs and public entertainments. This communal spirit has a deep though not always obvious effect for good in the every day activities of the community. Except in the few cosmopolitan centres where domestic discipline is relaxed, family and group responsibility is universally recognised and destitution as understood in the Western sense is practically unknown. African custom and the Mohammedan religion alike impose on the individual the obligation to maintain his indigent relatives. Juvenile delinquency is common only in the large centres, and all but the exceptional cases are adequately dealt with by the Courts without the necessity of sending children away to one of the remand homes which are available.

Many and varied activities are in train for the broadening of the cultural life open to the people. Bookshops and reading rooms have been opened at many of the Native Authority headquarters and are popular with the educated element; all newspapers published in Nigeria are generally available but books are more popular than newspapers and suitable books are difficult to come by. Mass adult education schemes have been going steadily ahead, noticeably in Katsina Emirate, and an encouragingly high attendance is reported. In the more cosmopolitan towns where Southern



Provinces natives are numerous, unions, societies and clubs of a social and political character flourish.

Medical services have been steadily expanded during the year. New dispensaries have been opened in rural areas and maternity and child welfare work is making such good headway that baby shows are becoming a recognised feature of Nigerian life. Clinics are held at local Native Authority rural health centres and ante-natal work is making progress, though not to the same degree as the child welfare work. In the medical field the missions also continue to perform most admirable work and the devoted service which is given in the many leper homes is particularly worthy of comment.

The popularity of football is steadily increasing, more especially in the middle-belt Provinces of Ilorin, Niger and Benue, and its value as a social force can be enormous, appealing as it does to a far wider circle than those who actually take part in the game. The Scouting and Boys Brigade movements have held their own, but in relation to the total youth population of the Northern Provinces their influence is so far not very great. The co-operative movement is making steady progress and apart from its more immediate benefits provides an exercise in the management of affairs and in mutual tolerance which cannot fail to be of value.

### *Western Provinces*

There are still no organised social welfare services in the Western Provinces, although much work in this direction is done by missions. The Administrative Officer may well be called a welfare officer, as much of his time is taken up by such work. Through both these agencies attempts are being made to increase interest in village life with the purpose of encouraging the younger generation to remain in the country instead of migrating to the towns where so often they merely swell the ranks of the unemployed.

Relief of the destitute and disabled is by custom the responsibility of the family, and does not usually present a problem except in the case of strangers, who are repatriated if they so wish. One mission in Benin has started a home, believed to be the first of its kind, to accommodate old women.

Several new reading rooms were opened during the year, and adult literacy campaigns in the Ilaro and Ekiti Divisions made encouraging progress.

As there are no welfare or probation officers working in this region, the problem of juvenile delinquency has been barely tackled. A social welfare organisation was, however, established in Abeokuta with voluntary workers, and directed its efforts to the care of young delinquents and other juveniles who have drifted from the rural areas to the town.

### *Eastern Provinces*

Social welfare activities, mainly in connection with juvenile destitution and delinquency and their attendant evils, had already been established in Calabar, under the care of social welfare officers, assisted by a local Juvenile Welfare Committee. The Juvenile Court, set up in 1947, dealt



with 218 juvenile offenders, and the Remand Home received 186 juvenile delinquents, while 176 were discharged. It also admitted 92 destitute children and 10 old people, and arrangements were made for the boarding out of 38 orphan girls with missions and private foster parents.

Other work included the settlement of matrimonial disputes, the running of a boys' club and its games and seamen's welfare and the care of tubercular children.

A lady social welfare officer has been posted to Port Harcourt to survey the problems there and to submit recommendations for the establishment of a social welfare organisation in that town.

An expatriate lady social welfare officer and three women welfare workers attend to the medical needs of the wives and children of colliery employees. Throughout the year, five infant welfare and four ante-natal clinics were held weekly in and round about Enugu. Over 400 ante-natal cases and over 1,000 infant welfare cases are on the registers of the clinics. Medicines and concentrated foods (condensed milk, cod liver oil, Ovaltine etc.), are distributed free of charge to needy cases. While this welfare work has been primarily among colliery families, other women and children attend the clinics and are given such treatment and help as they may need.

### *Colony*

It is difficult to do justice to the wide range of activities successfully undertaken by the Social Welfare Branch of the Colony Administration in 1948. In the urban area of Lagos institutional activity has greatly increased and more neglected, maladjusted and unhappy persons than ever before received sympathetic care and treatment from one or other sections of the social welfare service. A stage was reached in 1948 when increased effort and greater efficiency in the existing organisation were more desirable than attempts at organisational expansion and elaboration. The policy inaugurated in 1947 of developing sectional units of activities under the supervision and direction of experienced members of the junior staff was continued with success throughout 1948.

The Lagos Juvenile Court centre provided in addition to the court premises, a remand home and the headquarters of the probation service. The enforcement of the provisions of the Children and Young Persons' Ordinance has required steady and unceasing expenditure of effort. The Remand Home admitted 246 boys in 1948 against 534 in 1947. This reduction in numbers unfortunately does not reflect a proportionate reduction in juvenile delinquency, but rather increased efforts to release boys on bail where home conditions were known to be not unsatisfactory, and also the admission to the boys' hostel of strays previously accommodated in the Remand Home for the want of other premises. The Juvenile Court disposed of 2,501 cases affecting young persons and children in 1948 against 2,708 in 1947. In its criminal jurisdiction orders were made in respect of 257 juveniles in 1948 which was more than 100 less than in 1947. In every criminal case Probation Officers presented a full background report to the Court.



Eighty-one children and young persons were placed on probation by the Court, an increase of 20 on the number in 1947. Some parents have co-operated in supervision but there have been numerous cases where, if they have not been hostile, they have frequently shown no interest. It has not been easy to find suitable foster homes for boarding out children. Orders were made in respect of 23 fit persons in 1948 and at the end of the year there were 30 children boarded out.

Probation officers have performed a large variety of ancillary duties particularly in respect of domestic conciliation. Notwithstanding the opening of a court with special powers the services of the social welfare conciliation organisation were sought by more people in 1948 than ever before: the affairs of 1,949 families were investigated at the request of one or more persons concerned. Monthly maintenance allowances for 243 women were received and disposed of as part of the ancillary duty of the probation staff.

The boys' and girls' hostels provided temporary homes for 297 boys and 716 girls respectively. In each case an investigation board met weekly to consider the disposal of the waifs and strays received into the hostels. The great majority were ultimately handed over to parents or guardians in Lagos with appropriate advice or warning, or repatriated to their homes in the Protectorate.

The policy adopted towards boys' clubs at the end of 1947, which shifted the detailed supervision and organisation of clubs from welfare officers to the voluntary bodies concerned, and awarded grants to efficient and well managed clubs, had the immediate effect predicted. A number of clubs ceased to exist and at the beginning of 1948 only four clubs remained in Lagos—two sponsored by the Social Welfare Branch for demonstration purposes and two grant-aided clubs conducted satisfactorily by voluntary agencies. A conference of interested persons was called with the object of arousing interest in the boys' club movement; this was followed by a course of instruction for leaders in club management and organisation. The success of this enterprise is demonstrated by the ease with which the services of busy people have been obtained for refereeing, judging and instructing in club games and sport, by the remarkable enthusiasm of club leaders but most of all by the fact that 13 new clubs were opened before the end of the year. This progress has been consolidated by the establishment of inter-club relationships through sport, a clubs' magazine and by the successful enlistment of public interest. Welfare officers have refrained from interference in internal arrangements of clubs but have freely given general advice and instruction where it was sought or appeared to be needed.

Women's clubs have been in existence for a year. Some are attached to churches or tribal unions but others are open to any women in the neighbourhood. Women appear to meet not for social purposes but to acquire useful skill and knowledge. Voluntary leaders arrange day-training courses and give instruction in needlework and other crafts. Many illiterate women have learned to sew through attendance at a club but having attained a reasonable degree of skill most of them leave. The young women's clubs have not been so successful; members do not seem



capable of sustaining interest, are often unwilling to accept responsibility and display little initiative in planning programmes of activities. School-girls' clubs when attached to a school have thrived, games are popular, and as many schools do not teach needlework girls eagerly respond to sewing classes.

The Approved School at Isheri had a bigger intake in 1948, and the daily average population increased from about 80 at the beginning of the year to about 110 at the end. Most admissions were the result of convictions for stealing, others were of boys beyond parental control, and a few were cases of care and protection. The school provides a full daily programme of activities including primary school education, instruction in the principal trades, physical training, games and sport. The high quality work produced by boys undergoing trade instruction has led to a co-operative marketing scheme being inaugurated.

The circumstances of 1,067 female juveniles were investigated by the Social Welfare Branch. Nearly two-thirds of this number were child street hawkers and the remainder either prostitutes or in some form of moral danger. Hawkers and strays directed by the police to the girls' hostel were either restored to their parents or claimed by them within a day or two. The most valuable function of the hostel, to which allusion has already been made, is the safety it offers for girls removed from dangerous surroundings while inquiries are made for parents or guardians.

The problems of social welfare in the Colony districts are wholly different from those existing in the urban area. In 1948 for the first time an effort was made to meet the peculiar needs of rural communities. At Badagry, the Reading Room Committee, which almost unaided has kept a centre of social service open throughout the year providing lectures, debates and story-telling evenings for literate persons, has expanded and become the Community Venture Committee and is providing leisure occupation for a much wider circle in the form of recreation facilities, instruction in crafts and other services designed to train members of a democratic community in citizenship. At Epe the Native Authority maternity centre has provided the basis for the development of social welfare services. It was found that women who had received essential health and medical services at the centre could be interested in welfare services. An enthusiastic band of volunteers ranging from elderly teachers and Native Authority midwives to girls who had just left school were willing to meet twice a month, first to improve their own standards of needlework and knitting, and in course of time to impart their knowledge to illiterate and less enterprising women in the town with the aim of raising the standard of hygiene, health and home conditions generally.

The greatest progress in rural social service was made in the Ikeja area, where village institutes were built by voluntary effort from local contribution, and supervised by local management committees. The activities of the institutes covered adult instructional classes, boys' clubs, thrift clubs, and young men's improvement societies.

The Lagos Race Course Board of Management is a statutory body presided over by the Commissioner of the Colony. One of the main duties



of the Board is to ensure that the land under its control provides the public with opportunities for recreation. In recent years the Board has applied itself to this duty and in 1948 steady progress made during post-war years found expression in the provision of six football pitches and four cricket pitches on the race course fields. These amenities have been fully exploited by the youth of the town and never before in Lagos has there been such active participation in games. The Board has now under consideration the erection of a pavilion to provide shelter and changing rooms for players.

### *Port Welfare*

In 1948 port welfare services were well maintained on the lines of those of the previous year. Routine visits were paid to all ships calling at the port, healthy recreation ashore was arranged for seamen, more than 80 football matches were played, seamen in hospital were visited and assisted on discharge, and an excellent supply of books issued to ships. At Christmas a dinner was arranged for 150 African and 80 overseas seamen.

In many respects overseas seamen respond more readily to welfare services than African seamen. The latter generally are not interested in sport and often not in books. It is, therefore, to be regretted that efforts to reopen the Lagos Inn as an African seamen's hostel, following the failure of a voluntary organisation, have not yet been successful. It was hoped that the premises under the control of the Public Trustee would have been renovated and opened about the middle of the year, but negotiations between Government and Public Trustee regarding financial responsibility for structural repairs have been protracted and inconclusive. Generous financial assistance has been received from shipping companies and other sources towards the project and equipment and furniture have been acquired.

## Chapter 8: Legislation

A year particularly fruitful in legislation saw the passing of several major measures of social and economic development, and at least one enactment of special interest to the lawyer.

The outstanding legislative measures were perhaps in the field of education, being the Education Ordinance, No. 39, and the University College, Ibadan (Provisional Council) Ordinance, No. 25. The Education Ordinance (which is more fully treated in Appendix B) was the first comprehensive educational measure to have active application to the whole of the Territory, and established a framework of organisational and advisory bodies which should have full regard to the variations of circumstance prevailing in the component regions. In respect of grants-in-aid of education, opportunity was at the same time taken to replace the legacy of interim expedients imposed by wartime conditions, by a logical and rational system of codified principles. Higher education received its first legislative recognition in the Ordinance setting up for the new University College at Ibadan, opened in the same year, a provisional Council



responsible for the governance of the College until a formal constitution can be drafted and adopted (see Appendix C).

In the economic field, the counterpart of the Education Ordinance was the Agriculture Ordinance, No. 37, which brought all forms of agriculture under the control of a Board, composed of four official and nine unofficial members. The Board is empowered to make regulations on a variety of subjects, and principally for the control of diseases and pests, the improvement of the quality of plants and crops, the combating of soil erosion, the inspection and grading of produce, and the marketing, storage and export of produce. The sets of Regulations yet to be made will constitute the detailed operative provisions of this legislation. The Board can also appoint suitable advisory committees in respect of any kind of produce.

A notable development in the sphere of urban local government was the Port Harcourt Township Ordinance, No. 38 (Appendix H). By this measure the second port in Nigeria was constituted a first-class township with a council containing a large non-official majority and an extended franchise. This measure is likely to be the forerunner of a general scheme of democratic progress, not only in Lagos but also in other large urban centres in Nigeria.

The principal political measure of the year was the Chieftaincy Disputes (Preclusion of Courts) Ordinance, No. 30. This measure was introduced to meet an expression of popular opinion in the Western Provinces, where there had been numerous instances of an unsuccessful claimant continuing to pursue his claim by way of litigation, to the detriment of the area involved. It was strongly felt locally that cases of succession to a chieftaincy were not suitable for decision by the ordinary courts, as they related primarily to tribal tradition and social custom, and were administrative and not legalistic in nature. The Ordinance applies to the Western Provinces, but can be applied to the Northern Provinces after resolution by the House of Chiefs and Northern House of Assembly.

Of unusual legal interest was the Native Courts Ordinance, No. 36, necessitated by a judgment of the West African Court of Appeal in a case originally tried by the Emir of Gwandu. It was held in that judgment that where a native court exercises its jurisdiction in relation to an act which constitutes an offence against the Criminal Code, whether or not that act is also an offence against native law and custom, the court is required to exercise that jurisdiction in accordance with the provisions of the Criminal Code. As native courts could not all be expected to administer the highly technical and often intricate provisions of the Code, the Ordinance was introduced again to enable native courts to try and punish a person for an offence against native customary law, even although the act constituting the offence also constituted an offence against the Criminal Code. They were at the same time enabled to deal with offences against the Code, and so progress, if they wished, into the realm of statute law. Appellate tribunals were also given wider powers of appeal. The Ordinance remains in force only until 1st October, 1951, and during the debate considerable expression was given to the view that the statute criminal law should be universally applied in Nigeria.



The rest of the year's legislation consisted of amendments, of varying degrees of importance and interest, to existing Ordinances. Three Ordinances were amended in accordance with Mr. Phillipson's recommendations on the financial relations between Government and the Native Administrations. The Direct Taxation Amendment Ordinance, No. 2, provided that the shares of the tax payable to Government and retained by a Native Administration should be fixed by law instead of by executive direction, and it was also arranged that the portion of the proceeds of the tax paid to a Region should be a fixed payment, and not be calculated on a percentage basis. As this measure also made the local authority of a second-class township a tax-collection authority, where advisable, a consequential amendment (No. 3) was made to the Townships Ordinance providing for such a township to retain a share of the proceeds. The third of these financial measures was the Native Authority (Amendment) Ordinance, No. 4, which in effect added a financial chapter to the main Ordinance giving legal form to long-established usage regarding the derivations and expenditure of funds. Native Authority estimates are now to be approved or modified by Chief Commissioners who can issue financial memoranda for the better control and management of the financial business of native authorities.

These amendments dealt largely with native and local authority finance, but the revenues of Nigeria also received attention with the Income Tax (Amendment) Ordinance, No. 16, designed to prevent persons receiving a double measure of relief, and with the Customs (Amendment) Ordinance, No. 32, which improved a number of definitions.

An anomaly in town planning was removed by the Lagos Town Planning (Amendment) Ordinance, No. 13, which invested the Lagos Executive Development Board with power to borrow at such rate of interest and for such period as might be approved by the Governor in Council.

The question of pensions gave rise to amendments to five separate Ordinances. The age up to which pensions could be drawn by the children of officers, both European and non-European, who were killed on duty or died of injuries sustained on duty, was raised from 18 to 21. Certain temporary measures of pension sanctioned for both classes of officer in 1945 were renewed for another year. Provision was also made for the return of his contributions under the Widows' and Orphans' Pension Scheme to an officer who became a widower after leaving Nigeria (Ordinances Nos. 11, 12, 19, 20, 31).

In respect of the country's resources, the Minerals Ordinance was amended, in view of a Supreme Court decision, to give full effect to its original underlying intention that no mining operations should be carried out on land under cultivation without the prior consent of the occupier (Ordinance No. 8). An alteration was made to the Survey Ordinance extending the qualifications for registration as a surveyor (Ordinance No. 26) and the Land Registration Ordinance was amended to allow of the registration of certain classes of document at places other than Lagos, following on the expansion of the Lands Department (Ordinance No. 15).



It had been desired to take away from courts-martial all powers whatsoever to impose corporal punishment, and accordingly the Royal West African Frontier Force (Nigeria Regiment) Ordinance was amended so as to take out of the jurisdiction of military courts, save where the offender was at the time of the commission of the offence on active service, certain criminal offences for which whipping is still a punishment under the Criminal Code Ordinance.

An amendment to the Co-operative Societies Ordinance removed the obligation on a society automatically to admit the nominee or legal representative of a deceased member (Ordinance No. 7) and the Immigration Ordinance was amended to make liable to the ordinary immigration provisions a person who had entered the country with exemption from them, and had subsequently lost his qualification (Ordinance No. 5).

The Diplomatic Privileges (Extension) and Trading with the Enemy Ordinances were amended to bring them into conformity with the United Kingdom provisions. Minor or formal amendments were also made to the Ordinances regarding the Administrator General, Increase of Rent (Restriction), the Criminal Code, the Labour Code, Prisons, Medical Practitioners and Dentists, Bills of Sale, Native Courts, the R.W.A.F.F. (Nigeria Regiment) and the Revised Edition of the Laws.

The principal subsidiary legislation of the year covered an equal variety of subject. The Defence (Emergency Laws) Retention Order, 1947, was actually published early in 1948, and keeps in force until 10th December, 1950, certain of the Defence Regulations, chiefly those concerned with the taking possession of land and doing work thereon. The Public Collection Regulations (No. 5) prescribed the way in which duly registered public collections are to be made, and their accounts kept and audited. The question of employment of industrial workers was covered by the Industrial Workers' (Registration and Employment) Rules setting up employment exchanges for the registration of industrial workers and supply of their names to intending employers. An arrangement with the United Kingdom Government to avoid the payment of double taxation by individuals and enterprises with interests in both territories was enforced by Order in Council No. 5 of 1948. The most comprehensive minor legislation consisted of the Road Traffic Regulations (No. 29) covering the registration of vehicles, licensing of vehicles, and drivers, the use and construction of vehicles and their accessories, and hackney and stage carriages. These Regulations came into force on 1st January, 1949.

## Chapter 9: Justice, Police and Prisons

### LAW AND COURTS

There are two kinds of law in force in Nigeria, English and native. The courts where these systems of law are administered are, on the one hand, the Supreme Court and Magistrates' Courts, which primarily administer English law, and on the other hand the Native Courts which primarily



administer native law and custom. Appeals from the Supreme Court are brought before the West African Court of Appeal, established by Order in Council to hear appeals in all the West African Colonies.

During the current year, the West African Court of Appeal was reconstituted. In the past it has been constituted normally by the three Chief Justices of the West African Colonies, namely Nigeria, Gold Coast and Sierra Leone. Now the West African Court of Appeal has a permanent President and a Justice of Appeal who will sit with the Chief Justice of a Colony to constitute a Court of Appeal in that Colony.

Prior to 1st June, 1945, the court exercising unlimited jurisdiction in the Protectorate was the High Court, but the High Court had no jurisdiction in probate, admiralty or divorce, or any matters arising under certain Ordinances, and the jurisdiction so excepted was exercised in the Protectorate by the Supreme Court, which otherwise functioned within the Colony only. On 1st June, 1945, the Supreme Court became the Superior Court of Record exercising uniform and unlimited jurisdiction throughout Nigeria.

The Supreme Court was divided into eight divisions, but the increase in the volume of crime and litigation has been such that it was necessary during 1948 to increase the number of divisions of the Supreme Court and consequently the number of Judges. Three new divisions of the Supreme Court have been created with headquarters at Jos, Port Harcourt and Benin.

There has also been a considerable increase in the number of magisterial districts and Magistrates' Courts. Before the 1939-45 war there were in Nigeria six magisterial districts, each requiring the services of one Magistrate, while three Magistrates sat at Lagos. The number of magisterial districts has now been increased to 22, each requiring the services of one Magistrate, with eight Magistrates in the Lagos magisterial district.

The jurisdiction of the Supreme Court is unlimited as regards subject matter and degree, area and persons. The Court sits as a court of first instance, and as a court of appeal for Magistrates' Courts and such Native Courts as may be prescribed. Subject to certain reservations, the original, as distinct from the appellate, jurisdiction may not be exercised in any case relating to land, marriage, family status, or the succession to property which comes within the jurisdiction of a Native Court; and the jurisdiction is completely excluded in any case over which a Native Court has exercised, or is exercising, any of its own jurisdiction.

The same limitation is imposed on the original jurisdiction of Magistrates' Courts, which is further limited to personal actions for specified amounts varying from £25 to £200 according to the grade of the Magistrate concerned, and, on the criminal side, to the infliction of punishments up to a maximum of two years' imprisonment. As regards area, a Magistrate's jurisdiction is exercised within one or other of the magisterial districts into which the country is divided. Where it is so prescribed, the Magistrate sits on appeal from Native Courts.

The jurisdiction of Native Courts is limited in subject matter and degree according to grade. The limit for money claims in the lowest grade is



£25; in the highest grade there is no limit. All courts have full jurisdiction in matters relating to native marriage and succession where there is no money claim, and such jurisdiction over land cases as is stated in the warrant constituting each court. Punishments ranging from three months' imprisonment to death may be inflicted. As regards persons, the jurisdiction is, in effect, limited largely to Africans.

The law applied in the Supreme Court and Magistrates' Courts is that in force in England on 1st January, 1900, as modified by local legislation and by Imperial Acts extending to Nigeria. The courts may apply such native law as is not repugnant to natural justice, equity and good conscience, or to any other law for the time being in force, and must do so where the parties are natives, unless it appears that the transaction was one intended to be governed by English law, or was one unknown to native law.

As regards Native Courts, the general position until 1947 had been that the law administered in a Native Court was the native law and custom prevailing in the area of the Court's jurisdiction, together with any subsidiary legislation enacted by a Native Authority and in force in the same area, and such Ordinances as the court might be authorised to enforce by order of the Governor. The application of native law and custom is subject to its not being repugnant to natural justice or morality, or the provisions of any enactment.

The West African Court of Appeal had, however, as already noted in Chapter 8, decided in 1947 that where a Native Court exercised jurisdiction in relation to an act which constituted an offence against the Criminal Code, it was required to exercise its jurisdiction in accordance with that Code, even although the act might also be an offence against native law and custom. The Native Courts Ordinance, No. 36 of 1948, enabled the Native Courts again to deal with such a case as a breach of native law and custom; but the Ordinance has a life of only three years, and as the result of the Court of Appeal's decision, and subsequent comment in the Legislative Council, the future of native criminal law as a whole is likely to come under review.

Juvenile Courts were established in Lagos and Calabar in July, 1946, under an Ordinance which follows closely the provisions of the Children and Young Persons' Acts. The courts are constituted by a qualified Magistrate as chairman sitting with lay assessors chosen in rotation from a panel. They deal not only with offenders but also with children in need of care and protection, and have power to make corrective and other orders for the child's benefit as well as to inflict punishment.

#### POLICE

The Nigeria Police Force is distributed throughout the Colony and Protectorate of Nigeria and the Cameroons under British Trusteeship. There are 140 police stations and sub-stations: 19 in the Colony area, 26 in the western, 45 in the eastern, 22 in the northern areas and 28 in the Railway Police Province.



In the Northern Provinces a considerable part of the police work is undertaken by Native Administration police forces to which officers of the Nigeria Police have been seconded for organisation and training.

In the Eastern Provinces there are no Native Administration police, and prevention and detection of crime is carried out solely by the Nigeria Police.

Native Administration police forces exist in the Western Provinces, but most of the police work is carried out by the Nigeria Police Force.

### *Establishment*

The establishment of the Force on 31st December, 1948, was:

Officers . . . . .	115
Inspectors and Sub-Inspectors . . . . .	80
Rank and File . . . . .	5,359
Force Clerical Branch . . . . .	138
	<hr/>
TOTAL . . . . .	5,692
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### *Recruiting*

Recruitment for the Force has been satisfactory and the general standard of education has improved. The intensive training programme which has been necessary in order to provide for the substantial increase in establishment has kept the Southern Training School working at full capacity. Five hundred and thirty-nine recruits over and above the normal strength of recruits will have been trained and absorbed into the Force by the end of the financial year.

It is anticipated that the new school at Ikeja will be ready in 1949 when with its extra resources, the task of training recruits will be greatly eased.

At the Northern Police College, Kaduna, the position has also been satisfactory. The new Police College will shortly be ready and will, like the new Southern Training School, considerably ease the burden of training.

The officer establishment position is satisfactory; most vacancies have been filled by promotion from the Junior Service and by transfer from other Dependencies. The Force has been fortunate, therefore, in recruiting Superior Police Officers who have had considerable and varied experience in their duties.

Sixteen Superior Police Officers attended courses or attachments in the United Kingdom during 1948, and the Commissioner spent part of his leave examining the organisation of the police forces in Northern Ireland and Eire.

### *Criminal Investigation Division*

*Organisation and Establishment.* The Criminal Investigation Division is a branch of Headquarters. It is divided into Administration, Records, Investigation, Special, Finger Print and Criminal Record Sections. In addition, there is a well-equipped laboratory and photographic section which can effectively deal with subjects such as the identification of hand writing, typewriting and firearms used in the commission of crime.



Its staff investigate difficult cases and cases of major importance in the Northern and Southern Provinces. In practically every case they handled in these Provinces during the past year, they met with success, and requests for their assistance are rapidly increasing.

*Finger Print Bureau.* During the year 13,068 sets of finger impressions were received and classified, bringing the total number of impressions on file in the Bureau to 176,746. The following table gives comparative figures of sets of finger impressions dealt with in the Bureau over the period 1946-48:

	1946	1947	1948
Finger-prints searched . . .	15,809	19,187	18,829
Finger-prints identified . . .	3,709	4,390	4,679
Percentage of identification . . .	23·4	22·8	24·8

*C.I.D. Courses of Instruction.* Photographic courses have been held during the year for rank and file from the provinces with fairly satisfactory results attained. One sub-inspector went to the United Kingdom on the 13th October for a course in photography. It is hoped that other Junior Service officers will proceed to the United Kingdom for courses in 1949.

Dr. P. J. L. Roche, Government Pathologist, returned to Lagos after further studies in Cairo and England and has begun lectures to superior police officers and other ranks of the Force on forensic science.

### *Crime*

The statistics for the year show a general increase as 43,682 cases were reported as against 40,849 in 1947 (exclusive of breaches of local Ordinances). The figures are considered to reflect not so much an increase in the actual commission of crime, as a greater readiness on the part of the public to report offences, in consequence of the improved detection facilities offered by expansion of the Force.

The numbers of offenders detected in relation to cases reported and of persons convicted continues to be satisfactory and there was a slight improvement over the previous year's figures in respect of recovery of stolen property. In October, 1947, a Control Room was established in Lagos in order to deal more speedily and effectively with reported cases. Emergency telephone calls can be directed at any hour of the day or night by members of the public reporting the occurrence of crime or requiring police assistance, and prompt action is taken by the despatch by motor vehicle of police and equipment necessary to deal with the type of offence reported. These arrangements gave very satisfactory results in 1948, and shortly after the close of the year it was possible to equip police motor vehicles with wireless apparatus, and arrange radio telephonic communication with the Control Room.

The Leopard Murders, which had continued in the Calabar Province for over two years, appeared to have come to an end early in 1948, and the special duty police were withdrawn in May.

### *Traffic*

An increase in motor traffic offences and accidents continues, thanks to the general poor standard of driving and the great increase in the number



of vehicles on the roads, many of which are not properly maintained. Under the Road Traffic Ordinance, provision is made for a check on all commercial vehicles and in time this should have a salutary effect. Traffic in Lagos has increased very considerably during the last year and it has been found necessary to increase the number of one-way streets.

Traffic control posts have been abolished, and during 1949 mobile motor traffic units supervised by superior police officers will be introduced. These will operate on the roads throughout the country and it is hoped they will be effective in reducing accidents and curbing motor traffic offences.

### *Riots and Disturbances*

Abeokuta was the centre of considerable political unrest culminating in the departure of the Alake at the end of July. It was necessary to send police re-enforcements to Abeokuta on three occasions. Their arrival had a sobering effect and there were no serious disturbances.

There was a disturbance at Oke Ode in Ilorin Province and at the request of the Resident a force of one superior police officer and 50 rank and file proceeded there. Their presence had an immediate and salutary effect.

Some trouble occurred between the Amagu Ikwo and Okptuma Ikwo clans in the Abakaliki Division in June, 1948. Two persons were killed. The arrival of a detachment of the Nigeria Police restored law and order. Thirty-five persons were arrested and charged.

In November, 1948, a serious riot broke out over a long standing boundary dispute between the Okposi Oku and Okposi Mgbom villages in the Afikpo Division in Ogoja Province. Two persons were killed and many houses burnt. The arrival of a detachment of the Nigeria Police established order.

During the year there were two disorderly incidents caused by land disputes in Onitsha Province which were adequately dealt with by the Nigeria Police.

In November a long-standing dispute between the Kalabaris and Okrikas in the Rivers Province reached a climax and one superior police officer and 50 rank and file were sent to maintain order. Relations are still strained, but most of the police have been withdrawn.

During December, there were disturbances at Shagamu and Iperu in Ijebu Province and fairly large police re-inforcements were despatched there. There were several baton charges and a police lorry was held up by a road block. One shot was fired by the police but no one was injured. The army assisted by sending a mobile wireless van to Iperu and radio communication was maintained between the affected area and Lagos.

During the year a considerable amount of feeling developed in Lagos between the Ibos and Yorubas resulting in many extra duties for the police. At one time it was reported that a large number of matchets had been purchased and the situation held possibilities of serious trouble. All processions and assemblies in public places were banned and intensive patrolling by the police became necessary. Apart from a few minor breaches of the peace there was no trouble. During the period of tension



all ranks in Lagos were frequently confined to barracks and it was a period of great strain for officers and men.

#### *Native Administration Attachment*

During the year superior police officers have been attached in an advisory capacity to the Kano, Bornu, Jos, Ilorin, Ibadan and Abeokuta Native Administration police forces and have been responsible for their supervision and training. Provincial police officers have continued to take keen interest in every Native Administration police force, and excellent relations and close co-operation between the Nigeria Police and Native Administration police forces have been established.

#### PRISONS

There are 47 Government prisons and 67 Native Authority prisons in Nigeria. Of the Government prisons, seven convict prisons are administered by officers of the Prisons Department and the other prisons by Administrative Officers who have been appointed Prison Officers under the Prison Ordinance. The Native Authority prisons are staffed by the local administration, under the general supervision of the Director of Prisons.

The total population of Government prisons during the year amounted to 31,493 and the number of women was 1,437. There was little difference between these figures and those for the previous year. The number of recidivists was 1,889, and that figure, compared with the total population, would suggest that crime is not a profession in Nigeria.

As far as possible first offenders are separated from recidivists, and it was also found possible during the year to concentrate most of the women prisoners in the large prisons and to substitute young and educated wardresses for the old and illiterate women formerly employed. It should, before long, be possible to separate completely the administration of male prisons from female prisons.

The scheme introduced in 1947 of payment of wages to selected prisoners was continued and about 600 long-term first offenders who had completed two years of their sentence were wage-earners. Only seven prisoners forfeited the privilege through misconduct. Instruction was given in tinsmith and blacksmith work, carpentry, tailoring, boot repairing, brickmaking and bricklaying, printing, basket-making, cloth weaving and mat and furniture making.

Prison discipline was well maintained and there were no untoward incidents. The number of whippings for prison offences was 23 as compared with 87 in the preceding year, and this form of punishment is now reserved for the three most serious offences, i.e. mutiny, incitement to mutiny, and assaults upon prison officers. The majority of prison offences were of a trivial nature, and deprivation of privileges, including the loss of remission, was found to have deterrent value. Mechanical restraints, such as leg irons or body belts, are used sparingly and never as a punishment. They become necessary at times to restrain temporarily violent persons who may do harm to themselves or to officers or the prison, and they are sometimes applied to dangerous prisoners for security reasons.



The health of the prisoners was reasonably good, and the total number of deaths was 108 as compared with 107 in the preceding year. There were no epidemics and the various prisons have been free from the more serious forms of infectious diseases. Approximately 14,000 prisoners gained in weight during their sentences and, with few exceptions, the rest of those committed did not lose weight. Visiting committees, consisting of officials and unofficials, inspected the convict prisons monthly, and the smaller prisons quarterly. The members have the right of direct approach to the Governor if they consider that the establishments are not being conducted efficiently and according to law. No complaints were received during the year.

### *Young Offenders*

Every effort is made to give the treatment of young offenders the attention it deserves, although fortunately the youthful delinquent addicted to serious crime is rarely to be met in Nigeria. An Approved School is maintained and it is made to resemble an ordinary school as far as possible. Such resemblance to prisons as high security walls and barred windows have been avoided and the boys are often permitted to walk into the towns unescorted. Few of them have, so far, abused the privilege. The school is administered by an officer seconded from the United Kingdom Borstal Service, assisted by a staff of teachers for both the academic and the technical sides of instruction. The forms of occupation have been chosen with the object of giving the boys at least the rudiments of some trade which will help them on discharge. Carpentry and blacksmith's work often furnish valuable training which is of use in every part of Nigeria and they are in consequence the chief industries taught. The system of after-care to be exercised over discharged boys is considered to be of special importance, and employers of labour have on the whole been generous and helpful. Many of the lads who have passed through the "shops" of the Enugu school are now earning their own living at the trades they have been taught without official support, although it is always at their disposal.

The population of the Approved School at the end of the year was 190, with 64 boys admitted and 56 discharged during the year. Their health was very satisfactory and there were no epidemics. A sick bay is maintained under the control of two qualified matrons for boys with minor complaints.

All boys discharged during the year received a gratuity of £4, and every effort was made to find them suitable employment.

### *Staff*

Two hundred and fifty-seven student warders passed courses of instruction at the Warders' Training School during the year. This school is under the command of an officer trained in the United Kingdom, and the curriculum covers almost every aspect of prison administration.

The warder establishment was increased by 100 and it has, in consequence, been found possible to introduce eight-hour shifts of duty in all the large prisons. In addition to the increase in establishment, many



additional senior posts were created with the result that the promotion prospects of warders are now considerably brighter than before.

It was also possible to post two Inspectors to the Northern and Western Provinces to advise the Chief Commissioners on prison matters. Since their appointment these officers have inspected practically every native administration prison in the Territory and the system provides for inspection continuity throughout the year.

Two additional after-care officers were appointed, making a total of five, and after-care activities were extended to the Northern Provinces. During the year more than a thousand deserving ex-prisoners received pecuniary aid on discharge and many more were given the tools of the trades they had been taught in prison.

## Chapter 10: Public Works and Utilities

### WATER SUPPLIES

No new major water supply was brought into service during the year. The existing water supplies, of which 15 are owned by Government and 13 by Native Administrations, together with several small supplies to agricultural and veterinary stations and hospitals, operated efficiently throughout the year. The rainfall in the south during the wet season was below normal, and this may cause some difficulty in the early months of 1949. During the year an estimated population of about 1,400,000 people were supplied with an average of 9·8 million gallons per day, at a cost of approximately £100,000 for operation and maintenance. The revenue was approximately £132,000. The corresponding maintenance and revenue figures for the previous year were £95,000 and £140,000. The capital value was again taken at about £1,200,000.

Under the Development Plan work was being carried out on four major schemes, and extensions to three existing supplies. The services of consulting engineers were employed for the investigation and preparation of plans for six new projects.

With the arrival of more staff and plant there was a considerable improvement in the amount of work carried out for rural water supplies; over 750 open wells were sunk, involving a total footage of approximately 43,000 feet. Fourteen drilled holes were put down with a total effective footage of 3,400 feet. In addition a number of springs were brought under control. The shortages of both staff and imported materials are, however, still making themselves felt.

### ELECTRICITY SUPPLIES

There are 10 electricity undertakings owned by Government, and four by Native Administrations. The Government undertakings at Jos and Vom purchase current in bulk from the Nigerian Electricity Supply Corporation for distribution to consumers. The aggregate installed plant capacity of the other eight undertakings is 18,470 kilowatts, and of the four native administration plants 3,000 kilowatts, generating annually some 38 million and 8½ million units respectively.



The largest undertaking is in Lagos, where considerable extensions and improvements have been made by the installation of two 5,000 kilowatt turbo-alternator sets. Work on the fourth extension to Ijora power station is now in hand. Much preliminary work has also been carried out on the Njoke River hydro-electric scheme, which will serve a large plantation area in the southern part of the Cameroons. Progress with other development projects, for which expenditure of £1,700,000 was contemplated in the Ten Year Development Plan, has been retarded by acute shortage of staff.

#### GOVERNMENT BUILDING

In addition to these two main public services, the Public Works Department is also responsible for the construction and maintenance of public buildings, officers' quarters, sawmills and drainage.

A large-scale programme of building estimated to cost nearly £2,000,000 has been taken in hand. This includes hospitals at Onitsha, Abakaliki, Victoria, Kano and Bornu; a leprosy unit centre on the Oji river; an oil palm research station at Benin; women's training centres at Enugu and Kano; Houses of Assembly at Kaduna, Ibadan and Enugu; extensions to the Secretariats at Lagos and Kaduna; a trade centre and a technical institute at Yaba; a police training centre at Ikeja; and police barracks at Ikoyi and Ibadan, as well as quarters at various centres for both senior and junior service officers.

As the internal air-service is the speediest means of travel in Nigeria (where enormous distances have frequently to be covered), a further programme was begun to construct catering rest-houses, primarily for air-travellers who cannot move about self-contained. The facility was then extended to other centres, irrespective of air travel, and 17 rest-houses have been completed and are in operation. Five others will be ready shortly.

Buildings were also under construction at eight airfields for civil aviation radio services, and radio diffusion stations were erected in three more towns, in addition to the six already served.

These operations continued to place a very great strain on the sawmills and woodworking shops at Ijora, which were kept working to capacity not only for departmental needs, but also to meet the requirements of the Railway, other departments, and Native Administrations. The output of sawn timber was 440,000 cubic feet. Woodworking shops at regional and provincial centres were also fully engaged.

Work was also continued on the drainage schemes at Aba, Port Harcourt, and Kano, and on the anti-malarial measures at Apapa and Ebute Metta.

The Department maintains its own fleet of motor vehicles and other mechanical plant, and to keep pace with the development programme had to build new workshops and extensions to existing workshops at seven centres. The central stores are kept at Ijora, with regional stores at Kaduna, Ibadan and Port Harcourt. For the first time for many years it was possible to build up stocks of building materials, and the general position has shown much improvement. Receipts from all sources



amounted to £1,103,000 and issues to £984,000, as against an issue of stores worth £862,000 in 1946-47.

There is still, however, a severe handicap imposed by the difficulty of obtaining properly qualified staff and the Engineering establishment was up to only 60 per cent of authorised strength. The last three years have seen no improvement in this respect.

#### BROADCASTING

No broadcasting station has yet been installed in Nigeria but experimental broadcasts have been continued. The number of licensed wireless receiving sets has shown no great increase although there is now little difficulty in obtaining these sets.

#### *Wired Rediffusion Services*

The relayed wireless service is available at Lagos, Abeokuta, Ibadan, Kaduna, Zaria, Kano, Jos, Port Harcourt and Calabar. The services at Kaduna, Jos and Calabar were opened during the year. Services are being installed at Ijebu Ode, Warri and Enugu. The total number of subscribers to these services is 8,220, and a large number of names are on the waiting lists.

## Chapter 11 : Communications

#### ROADS

The following table shows the mileage of roads in Nigeria in 1948 as compared with 1947.

		1948	1947
<i>(a) Government Maintained Roads</i>			
Bituminous surfacing	. .	688 miles	666 miles
Gravel or earth surface	. .	5,958 „	5,802 „
<i>(b) Native Administration Roads</i>			
Bituminous surfacing	. .	17 „	15 „
Gravel or earth surface	. .	18,987 „	17,924 „
(including dry season tracks)			
<i>(c) Townships</i>			
Bituminous surfacing	. .	97 „	79 „
Gravel or earth surface	. .	198 „	173 „
TOTAL		25,945	24,659 „

The increase in mileage over last year's figures is due partly to new construction, and partly to the re-insertion of certain old tracks which are still kept in use.



Further progress was made with the road construction programme under the Development Plan. The most important trunk roads under construction are given below:

<i>Lagos-Ikorodu Road</i> (13 miles)	Links in the main north-south road, Kano-Lagos. The latter is open but awaits tarring at a later date.
<i>Shagamu-Asha-Ibadan Road</i> (27 miles) .	
<i>Kano Eastern Road</i> (106 miles) . . .	This is part of the west-east lateral road from Sokoto to Maiduguri.
<i>Mokwa-Kontagora Road</i> (89 miles) .	Will provide an important link in the direct south-north road from Lagos—62 miles are open to traffic. It will shorten the route from Sokoto to the south.
<i>Yola-Wukari Road</i> (234 miles) . . .	This is a link on the west-east lateral road from Ilorin to Yola.
<i>Bansara-Mamfe Road</i> (100 miles) .	This is part of the west-east lateral road from Oyo through Benin to Bamenda. It will provide the first all-season route between Nigeria and the Cameroons and may eventually form part of the Nigeria-South Africa route.
<i>Calabar-Mamfe Road</i> (90 miles) . . .	This road will connect the Mamfe-Bamenda area with the port of Calabar.
<i>Kontagora-Bukwium Road to Sokoto</i> .	Little progress has been made.
<i>Ijebu Ode-Benin Road</i> . . . . .	This is an east-west lateral route on which work has been delayed for lack of bridging material.

In addition, improvements to existing trunk roads were carried out, including tarring, and the construction of feeder roads was continued. Several bridges of 100 feet span or over are in hand or were completed.

Surveys and estimates for a number of projected new roads were made as staff postings permitted, and designs were prepared when investigations were completed. Consultants were employed for the investigation and preparation of designs and contract documents for certain major bridges for which departmental staff could not be spared from other duties. Including the bridges on the Ijebu Ode-Benin road, nine major bridges were designed and, in addition, work was in hand on the design, by engineers from the Crown Agents, of smaller bridges on the Yola-Wukari Road.



The provision of financial assistance to Native Administrations for maintenance of trunk roads B has been continued.

#### AVIATION

There has been a further increase in the international and internal air services in Nigeria, with a great expansion of traffic at Kano and Lagos. Both these airports have now been provided with additional wireless facilities and navigation aids and similar improvements have been installed at some of the smaller airfields.

Kano airport is now open throughout the 24 hours, and many operating companies, including K.L.M., Air-France and Sabena have taken advantage of its facilities. The maximum number of movements by night in any one month of the year at Kano was 129, and the corresponding figure for day movements was 403. Kano is now a port on the main routes connecting Brussels and Johannesburg (Sabena), Amsterdam and Johannesburg (K.L.M.), and Paris and Duala and Brazzaville (Air France). York aircraft of the B.O.A.C. operate a return service between the United Kingdom and Accra on five days in each week, with calls at Castel Benito, Kano and Lagos. Their monthly movements at Kano average 349. Lagos airport is open at night for emergency purposes and handles each month, on the average, 326 movements by day and 12 by night.

Several new services have been opened by West African Airways Corporation, including the taking over of the Inter-Colonial Service (Lagos-Accra-Abijan-Robertsfield-Freetown-Bathurst-Dakar) which is operated twice weekly by Dove aircraft. Other services are Kano-Katsina-Sokoto-Gusau-Kaduna-Kano, twice weekly; Lagos-Benin-Port Harcourt-Enugu-Benin-Lagos, twice weekly; and a twice weekly service from Lagos to Benin and back. The internal air service carried nearly 6,000 passengers during the year, and by December the scheduled distance each week had reached 11,308 miles. The Corporation serves 18 active airports, of which 11 are in the charge of trained African staff. An R.A.F. Detachment of No. 82 squadron (Photographic Reconnaissance Unit), of which the headquarters are at Takoradi, arrived at Lagos Airport in November. They have two Lancaster aircraft for their work and their complement of 35 officers and men are all accommodated on the airport.

#### NIGERIAN RAILWAY

During the year 20 main line engines were received from the United Kingdom and these have proved invaluable in speeding up evacuation of groundnuts. At the end of the 1947-48 season the groundnut tonnage awaiting evacuation was equivalent to some 18 months railings at the rate it was then being transported. The average monthly tonnage of groundnuts carried in the first half of the year was 19,000 tons. The new engines were received in June and from July to the end of the year the average groundnut railings were increased to 31,500 tons a month. This was a most satisfactory improvement, obtained from only a small part of the equipment which has been so long on order. None of the very large



numbers of wagons on order was received, except hopper wagons for coal traffic, and there are still outstanding orders for 62 main line engines.

It is estimated that the total tonnage of all freight traffic carried during the year will amount to 1,318,970 tons, the limiting factor still being the Railway's capacity and not the amount of traffic available. This figure is below those for 1946 and 1947, and the Railway's carrying capacity has of course been affected by the action taken by employees to press their demands, as in the go-slow strike at Enugu early in the year when increased wages were sought. In order that the maximum efforts of the Railway could be applied to the transport of groundnuts to port, it was necessary to abandon to a very large extent the conveyance of cocoa and palm kernels traffic on Western District in favour of road transport.

Revenue is estimated to reach £5,816,890, but the continuous upward trend of working expenditure as a result of salary and wage revisions, together with a consequential increase of £154,000 in the contribution to the Pension Reserve Fund, will leave a net surplus of only £44,000. Of the increase in revenue as compared with the previous year it is estimated that approximately £500,000 followed the revision of the Railway Tariff which was carried out in 1947 by Mr. Bunning, lately General Manager and now Adviser to the Secretary of State on Inland Transport. It had been hoped that a large proportion of the increase would be available in the form of a surplus for appropriation to the Reserve Fund, which still stands at the inadequate figure of £1,000,000, but unfortunately that hope has not materialised. Some further increase in rates seems necessary and consideration is now being given to this question.

The relaying of the 160 miles of track between Jebba and Minna with new 60 lb. rails and local timber sleepers was completed during the year. Material for relaying the Zaria-Kano section (87 miles) is arriving in good quantity and it is hoped to begin work in April, 1949.

The large expansion programme includes the rebuilding of eight major stations and at least 10 lesser ones, as well as offices, locomotive and carriage sheds, signalling installations and housing schemes for the staff. An improvement in the recruitment of civil engineering officers is at last noticeable and the programme should now show good progress.

#### SHIPPING

The entry into service early in the year of the M.V. *Apapa* enabled Elder Dempster Lines to maintain a regular three weekly ocean mail service between Lagos, Takoradi, Freetown and Liverpool. They also have a small passenger vessel running regularly between Lagos and Capetown, and supply cargo and intermediate services between Canada, U.S.A., the United Kingdom, and Europe. Three United States shipping firms have services connecting the U.S.A. with Nigeria, the Belgian Congo, and Luanda, while French and Dutch firms also provide cargo and passenger services. The United Africa Company and Messrs. John Holt & Co., have regular intermediate freighters trading between the United Kingdom and Europe and West African ports. During 1948 Government pilots at Lagos handled 2,190 ocean-going vessels. Constant dredging of Lagos harbour is carried out by a 4,000 ton dredger.



For coastal traffic, a weekly sailing between Lagos and Port Harcourt is provided by Government vessels, and a fortnightly service for cabin and deck passengers and general cargo is maintained between Lagos, Calabar, Victoria, and Port Harcourt. Coasting vessels are also run by Elder Dempster Lines, the United Africa Company and Messrs. Samuel Hough and Co.

The Marine Department undertakes the removal of obstructions from the main rivers. These are mainly caused by the uprooting of trees when the rivers flood during the rainy season.

#### POSTS AND TELEGRAPHS

##### *Postal Services*

Expansion of postal services has continued throughout the year although hampered to some extent by delay in supply of equipment. There are now 128 post offices and 388 postal agencies. During the year two former agencies with limited facilities were converted to departmental offices and 40 new postal agencies were opened. To serve the needs of rural communities licences to sell postage stamps have been granted to a number of places remote from regular post office facilities.

A regular mail boat service has now been restored but it is not so frequent as in pre-war days and receipts of mails from overseas continue to be irregular.

Air services by the British Overseas Airways Corporation now operate between Great Britain and Nigeria five times weekly.

Internal air services operated by the West African Airways Corporation between all main postal centres have increased and further development is anticipated. No extra charge is made for the carriage of internal letter mail by air and for one penny a letter can be carried a thousand miles—the cheapest air mail service in the world.

##### *Telegraphs*

Telegraph traffic continues to increase despite increased air mail services. There was no increase in the number of land line telegraph circuits, but a new W/T channel, Port Harcourt-Brass, was brought into use during the year.

The voice frequency telegraph equipment for use on carrier telephone channels has not been installed owing to the shortage of staff.

##### *Telephones*

Two new telephone exchanges were opened (at Ondo and Ogwashi-Uku) bringing the total number to 64 and there has been a large increase in the number of stations served in the other exchange areas. Growth has still been restricted by the delay in delivery of telephone equipment and new switchboards ordered in November, 1946, have not yet been received.

Telephone trunks between Agbor and Ogwashi-Uku, and Owerri and Orlu were brought into use.

The installation of the telephone carrier equipment for the inter-zone trunks, Lagos-Oshogbo and Oshogbo-Enugu, has not yet been completed owing to the shortage of staff.



The general development of the trunk telephone system has been delayed because of the difficulty in obtaining material and to the shortage of staff.

### *Aviation Wireless*

In addition to the wireless stations operated for ordinary telegraph traffic there are aeronautical stations at Ikeja, Oshogbo, Kaduna, Maiduguri, Jos, Sokoto, Yola, Enugu, Port Harcourt, Calabar, Tiko and Benin City. The stations at Sokoto, Calabar and Tiko were opened during 1948.

V. H. F. and H. F. direction finding equipment is installed at the main airports. B.A.B.S. blind landing equipment is available at Ikeja and Kano aerodromes. Services given include communication with aircraft, both W/T and R/T, aids to navigation, exchange of operational messages with other Nigerian and West African stations and with South and East Africa, French West Africa and Europe and also collection and broadcasting of meteorological information.

## Chapter 12: General

### GEOLOGICAL SURVEY

During the year, much geological investigation has been accomplished by geologists employed by the mining companies, who have worked in close co-operation with the Geological Survey. The Bethlehem Steel Corporation has been examining the iron ore deposits near Lokoja; geologists and geophysicists of the Minerals Development Syndicate have been employed on the lead-zinc deposits of the Eastern Provinces; Amalgamated Tin Mines of Nigeria, Limited, have investigated metalliferous deposits in many parts of Nigeria; and Shell D'Arcy Exploration Parties have continued their geological and geophysical work in the Eastern Provinces. The Geological Survey continued the examination and mapping of the sub-bituminous coals of the Enugu area and of the lignites of Benin Province in association with Powell Duffryn Technical Services Limited. Attention was also paid to other coal and lignite seams at Ute in Benin Province, Moroko in Abeokuta Province, and near Lafia in Benue Province.

Re-mapping of the Plateau tinfield has been completed and it is hoped to publish this year an account of the geology, with a revised geological map. Mapping of the Ife-Ilesha goldfield is also almost complete and interim reports have been published. The mapping of the pegmatite area in Kabba and Ilorin Provinces is being completed. Geophysical measurements have been made on the Jos Plateau in connection with the occurrence of deep tin leads under the basalt flows.

### ANTIQUITIES

Work on the preservation of antiquities has continued to be seriously handicapped by building difficulties for none of the projected museums, workshops or stores could be completed. Temporary museums exist at Oron and Benin, and stores at Lagos and Jos. The Oron Museum will



contain wooden ancestor carvings of the Oron Clan: at the beginning of the year over five hundred of these were collected from villages with the co-operation of the Clan Council. At Benin ancient bronze and more recent wooden articles of the local traditional material culture have been lent by the Oba and people. Over six hundred objects, including an important collection from Europe of Benin ivories and bronzes, were acquired for the Central Museum at Lagos during the year. A second exhibition of Nigerian antiquities attracted, as did the first, large numbers of visitors.

At the invitation of the Nigerian Government, Mr. Geoffrey Bond, a specialist in Pleistocene geology, visited Nigeria to examine the stone age and early iron age sites in and round the Jos Plateau. The conclusions drawn from this survey tend to support the hypothetical dating to the latter part of the first millennium B.C. of the fine terra-cotta heads and figurines that are being found at Nok and elsewhere near the Plateau.

The famous bronze heads of Ife have been cleaned by the British Museum, who exhibited them in London before their return to the Ife Museum which is nearly completed. Their great beauty has been greatly enhanced by the cleaning which the British Museum generously undertook. Cleaning, however, disclosed that the most celebrated of the heads, that representing "Olokun", is probably a replica of a now lost original.

#### THE MAGAZINE *Nigeria*

*Nigeria*, a quarterly magazine published by the Nigerian Government, continued to maintain its high standard of articles and photography. Each issue contained a hundred or more photographs specially taken for the magazine, and not previously published. A new feature, which proved very popular, was the introduction of well-written travel articles covering some of the less well-known parts of Nigeria. The generosity of a number of mission bookshop managers, postmasters, and others who arranged for free distribution of the magazine enabled 14,000 copies of each issue to be sold for only one shilling each.

The editor and staff of the magazine have also organised several art exhibitions. The first, arranged in association with the British Council, was devoted to contemporary Nigerian painting, drawing and sculpture, and after showing in Lagos, a selection of the best works was sent out by the British Council for exhibition at Ibadan, Enugu, Port Harcourt, Kano and other centres. Shortly afterwards the second Nigerian Antiquities Exhibition was held, and attracted many thousands of visitors during the three weeks it was on view. Arrangements were also made for exhibitions of paintings by M. Fievet, a French artist, and by two Lagos artists, Mr. Lasekan and Mr. Akeredolu. Exhibits of models and photographs were also contributed by the Nigerian Government to an international conference in London to consider "Youth at Work and Play", and were greatly admired.

#### VISITORS

Lord Hailey visited Nigeria again in March and April, and toured the Northern Provinces in connection with his study of Native Administration.



In April a sub-committee of the Parliamentary Select Committee on Estimates paid a visit to get first-hand information on colonial development, then being reviewed by the main Committee with reference to the relevant Parliamentary Votes. The members of the sub-committee visited most of the Provinces, and four of their number also visited the Cameroons to see the work of the Cameroons Development Corporation.

In September Lieutenant-Colonel Rees-Williams, M.P., the Under-Secretary of State for the Colonies, made a tour of three weeks. In November the Secretary of State himself (Mr. Creech Jones) was able to pay a brief visit to Ibadan, to attend the formal ceremony held to mark the handing over of the site for the new University College.

The calls of His Majesty's ships of war were continued with a visit at the end of November to Lagos by H.M.S. *Nigeria*, wearing the flag of Vice-Admiral E. D. B. McCarthy, C.B., D.S.O., Commander-in-Chief, South Atlantic. The *Nigeria* also made a brief call at Victoria, in the Cameroons, before returning to her station.

#### CONFERENCES

Nigeria was directly represented at the following international or inter-colonial conferences held during the year:

International Trypanosomiasis Conference, held at Brazzaville in February.

Anglo-French-Belgian Labour Conference, held at Jos in February.

International Rinderpest Conference, held at Nairobi in September.

International Soil Usage Conference, held at Goma (Belgian Congo) in October.



## PART III

### Chapter I : Geography and Climate

NIGERIA is situated on the west coast of Africa on the shores of the Gulf of Guinea, and is entirely within the tropics. It is bounded on the west and north by French territory and on the east by the former German colony of the Cameroons, a small portion of which is held by Great Britain under trusteeship. This is administered as an integral part of Nigeria. The total area of the territory, including the portion of the Cameroons, is 372,599 square miles.

Along the entire coastline of Nigeria lies a belt, from 10 to 60 miles in width, of mangrove swamp forest intersected by the branches of the Niger Delta and other rivers, which are interconnected by innumerable creeks. The whole constitutes a continuous waterway from beyond the western boundary of Nigeria almost to the Cameroons. North of this region is a zone from 50 to 100 miles wide of tropical "rain forest" and oil-palm bush, which covers the greater part of the central and eastern provinces of the south. Beyond this the vegetation changes, as the elevation rises, from open woodland to grass savannah, interspersed with scrubby fire-resisting trees; this covers the greater part of the Northern Provinces, except the extreme north, where desert conditions prevail. Nigeria possesses few mountains except along the eastern boundary, though parts of the central plateau rise over 6,000 ft. above sea level. In addition to the Niger and Benue, which during the rainy season are navigable by steamers as far as Jebba and Yola respectively, there are various important rivers, of which the Cross River is the largest. Except Lake Chad in the extreme north-east there are no large lakes.

In a country of this size the physical conditions vary greatly from one area to another. The very great extent of what is now the Niger Delta has gradually taken its present form in the course of centuries owing to the quantities of sand brought down by the River Niger from its upper reaches. In this way the sea has been pushed further and further back. Mangrove trees flourish in this shallow water, and act as a cementing influence, but there is little solid land, and until the zone of tropical forest is reached further to the north almost nothing is produced, the people living by fishing and trade.

Further inland the belt of tropical forest varies from 50 to 100 miles in width, and contains not only an abundance of oil palms, but also mahoganies, irokos and other valuable furniture woods. Very serious inroads have been made into the virgin forest by centuries of shifting cultivation, and the bulk of vegetation consists of secondary growth, many different species growing together in the same area. There is a considerable amount of cultivation in the forest zone, but few signs of this are visible from the roads, since it takes place in clearings usually screened by thick bush.



North of the forest belt the country gets more and more open, until in the extreme north it approximates closely to desert conditions. One remarkable feature of the Northern Provinces is the Bauchi Plateau, which rises in places to heights of 6,000 to 7,000 ft. above sea level.

The River Niger enters the territory from the north-west, and is joined by its principal tributary, the Benue, at Lokoja, about 340 miles from the sea. From here it flows due south into the delta area, which extends along the coast for over 100 miles and for about 140 miles inland.

Although Nigeria lies entirely within the tropics, the climate of its northern regions is in fact more nearly of sub-tropical than of tropical type, for there is a long dry season from November to April, when there is considerable diurnal variation of temperature, and the harmattan wind blows from the desert laden with fine particles of dust. The climate of southern Nigeria is more characteristically tropical; the rainy season there is long, and the relative humidity and temperature vary comparatively little throughout the year. It would be a mistake to assume, however, that the climate of Nigeria in any given year could be predicted with any precise accuracy. In 1946 in large areas of the Southern Provinces there was a long drought in the months of June and July, when rainfall is usually at a high level. The normal annual rainfall, however, varies from upwards of 150 in. at Akassa, Bonny and Forcados to under 25 in. at Sokoto and Maiduguri. Mean temperatures are naturally higher in the arid areas of the north, and a maximum of over 110 degrees is not uncommon at Maiduguri, whereas in Lagos it does not as a rule greatly exceed 90 degrees.

## Chapter 2: History

### EARLY HISTORY

Nigeria has been described as "an arbitrary block of Africa". Its ancient history is largely lost in the mists of legend and little accurate data is now available. The interior first became known to Europeans in the first half of the nineteenth century. All that can be stated with certainty is that at this time the open country was, and had been for a considerable period, inhabited by peoples of Negroid and Berber stock. In many parts of the forest zone, on the other hand, which stretches in a belt from 50 to 100 miles wide running laterally from west to east along the northern fringe of the coastline creeks, there dwelt a number of Negro tribes with a more primitive social organisation and a lower standard of life. There were over 100 small tribes of the Bauchi Plateau, these probably being part of the original inhabitants of the Territory who took refuge in this broken hilly country when successive waves of conquerors pressed their fellows southwards to the sea.

At the time of European penetration of the country the tribes with the most advanced social and political organisation were the Yorubas and the Binis in the south and the Hausa, Fulani, Kanuri and Arab tribes in the north. Tribal tradition holds that the Yorubas originated in Ile Ife,



where God first created man, and although the extent of the territory under the direct control of the Oni of Ife was seriously curtailed in the Yoruba civil wars of the nineteenth century, Ife is still recognised as the spiritual headquarters of the race, and the Oni enjoys a position of peculiar influence as the custodian of the tribal relics. What is certain is that the Yorubas were established in the territory they now occupy at a fairly early date. Their precise origin is not known but anthropologists have thought it probable that they were not of Negro blood, having acquired their present physical characteristics largely by intermarriage with the indigenous Negro population.

Up to the beginning of the nineteenth century, the Yoruba Kingdom occupied a large area which may at one time have extended from the Niger as far even as Accra and thus have included the greater part of what is now Dahomey. Certainly tribute was collected from Dahomey until as late a date as 1817. Over this wide area, occupied by a number of different clans founded by descendents of Oduduwa, the first Oni of Ife, the Alafin of Oyo, had probably risen to a position of practical suzerainty which he exercised, with a varying degree of success, over a long period. The nineteenth century, however, saw the complete disintegration of the Yoruba Kingdom. Trouble with the Fulani to the north resulted in the sack of Oyo and the establishment of a Fulani emirate in what had been one of the richest of the Yoruba provinces. Central authority, probably never very strong, collapsed and the Yoruba clans entered on a period of civil war which, fanned by the necessity of meeting the insatiable requirements of the lucrative slave trade, was to last intermittently for nearly 70 years.

The dangers of war were probably responsible for the establishment of the Yoruba Colony of Lagos, since the first settlement in the neighbourhood was at Ebute Metta on the mainland, the inhabitants moving first to Iddo and then to Lagos island as conditions rendered their original site increasingly less secure. The Lagos White Cap Chiefs are the descendants of these original immigrants whose position as landowners is still recognised although a later heavy influx of Binis largely altered the character and distribution of the population, the Binis eventually becoming the dominant factor probably as early as about 1600.

Benin had at this time become a powerful and independent kingdom. The King, or Oba, had already thrown off any suzerainty previously exercised by the Alafin of Oyo and was nominally an absolute ruler, but the real power came to be wielded by the fetish priests who created a reign of terror maintained by wholesale human sacrifice which was only finally overthrown by the British occupation.

Of the early history of the Hausa-speaking tribes of the Northern Provinces there is also little accurate documentary evidence, possibly through the destruction of early written records by their Fulani conquerors, though this view has been challenged by acknowledged authorities. But the pagan Hausas were certainly established over large areas of the Northern Provinces before the spread of Mohammedanism which, making rapid progress sometime about the thirteenth century, affected



greatly their social and political organisations. These came to be based very largely on Islamic law and doctrines.

The infiltration of the Fulani people into northern Nigeria probably began on a large scale in the thirteenth century. Whilst many settled in the towns and intermarried with the Hausa population, others have retained until the present time both their pastoral habits and the purity of their racial characteristics. A quarrel with the pagan king of Gobir led in 1802 to the initiation of a religious war on the part of the Moslem Fulani under the leadership of a sheikh named Uthman dan Fodio. Out of this war grew the Fulani empire, extending over the emirates of Katsina, Kano, Zaria, Hadejia, Adamawa, Gombe, Katagum, Nupe, Ilorin, Daura and Bauchi, all owing allegiance to Uthman dan Fodio's son Bello, the Sultan of Sokoto, as the Sarkin Musulumi or Commander of the faithful. It was this empire whose independent power was finally overthrown by the British occupation, but the Fulani were able to maintain their rule for nearly 100 years, showing, in the early stages at all events, marked administrative ability.

The Fulani empire was never co-terminous with the present Northern Provinces boundaries. A number of pagan tribes on the central plateau and in the area of the Benue valley were never brought into subjection. Foremost amongst the peoples who successfully resisted the invasion were the Kanuri of Bornu. This was largely due to Muhammed El Kanemi, who restored the position after the Sultan of Bornu had suffered a preliminary defeat by the Fulani, and went on to exercise the power of virtual ruler of the country, although the Sultan was restored to the throne as a figure-head.

The tribes of what is now south-eastern Nigeria have little or no known early history prior to the British occupation, with the exception of certain of the coastal peoples, who were long known as keen and enterprising traders. Since the establishment of the Protectorate, however, the rapid spread of education has brought great changes in a number of directions, and both the Ibos and the less numerous Ibibios now exercise an important influence on the social, economic and political life of Nigeria.

#### BRITISH OCCUPATION

Neither the acquisition by the British Crown of the Colony of Lagos nor the establishment of a Protectorate over large areas of the interior was the result of deliberate long-range planning by the Governments of the day. On the contrary those Governments were forced by the pressure of events almost insensibly and often reluctantly into courses of action which led finally to the taking over of the administration of the entire Territory. The events covering the whole period from the early discovery of Nigeria to the present day may roughly be set out under three heads, the period of exploration, that of penetration and finally that of consolidation of the ground won.

In the period of exploration the British were not the first in the field. As early as 1472 the Portuguese had found anchorages in the mouths of the many rivers in the Bight of Benin. They were not, however, left long



in undisputed possession of the field and the first English ships reached the Bight of Benin in 1553 under the command of a Captain Windham. Then followed a chapter in the world's history on which England, in common with other nations, now looks back with distaste, only mitigated by memories of the earnest efforts later made to remedy as far as possible the wrong which had been done. The discovery of America and the establishment of Spanish colonies in the West Indies led to a steadily increasing demand for Negro slaves and a cut-throat competition between the maritime nations to participate in, and to oust each other from, the lucrative business of supply. The first Englishman to engage in this traffic was Sir John Hawkins but he was followed by many others who gained in the rough and tumble of a hazardous trade much of that experience of ships and the sea which was eventually to prove the salvation of England when the long struggle with Spain moved to its climax in the latter years of the sixteenth century. So clearly were the benefits of the slave trade to the growth of a prosperous and powerful merchant marine realised by the professional seamen that long after, when the cause of abolition began to raise its head, the Admiralty were amongst its foremost opponents on the grounds of the serious blow which would be dealt thereby to England's essential reserve of trained seamen. It is a measure of the extent to which the horrors of the trade finally aroused the conscience of the nation that abolition was finally passed in England in the middle of a great war and in the teeth of advice tendered by the country's greatest sailors.

In the sixteenth and seventeenth centuries, however, public opinion quietly ignored the moral issues and concentrated on the material profits and the English west coast ports of Bristol and later Liverpool grew in prosperity accordingly. First the Portuguese and then the Dutch, the Danes, the Spaniards and the Swedes were successively supplanted and by the Treaty of Utrecht in 1712 the British secured a 30-year monopoly of the trade. Although the Dutch and the French maintained slave establishments at Benin until the close of the eighteenth century, it is estimated that more than half the slaves exported from West Africa during the busiest years of the trade were in British ships.

Lord Mansfield's famous ruling in 1772 in the case of James Somerset, that any slave setting foot on English ground became free under the common law, was followed in 1787 by the establishment of a Society for the Abolition of the Slave Trade which finally secured the passing of an Act of Abolition in 1807. The continuous efforts made to implement the act and to suppress the trade were in a high degree responsible for the extension of British influence in Nigeria which proceeded steadily throughout the whole of the nineteenth century.

The trade in slaves led to the ships of all nations acquiring familiarity with the numerous river mouths between Lagos and Calabar. Little was known of the interior, however, until the beginning of the nineteenth century and in particular the source and direction of the great river which was widely reputed to flow across the continent of Africa was a complete mystery.



Foremost amongst the names of those who sacrificed their lives to solve it was Mungo Park who reached the Niger from the Gambia River in 1796 and in a second and officially sponsored expedition from Goree in 1805 sailed down the river as far as Bussa where, with the remnants of his party, he perished in the rapids.

Although absorption in the Napoleonic War acted as a bar to further exploration for a number of years, the mystery of the Niger was not lost sight of and from about 1816 onwards a number of attempts were made from various directions to establish with certitude the course of the river. Finally Richard and John Lander succeeded where others had failed in tracing the outlet of the river to the multitude of creeks and rivers now known as the Niger Delta.

In the attempts which followed to put the Landers' discovery to practical use and to open up trade with the interior the outstanding name in the early period is that of Macgregor Laird, and in the later that of Sir George Taubman Goldie. It became clear to the latter that some form of unity was essential if British companies were to establish themselves against the opposition both of commercial rivals and the sometimes hostile inhabitants of the hinterland, and, as a result of his persuasions, the United Africa Company came into existence in 1879, being re-organised and incorporated as the National African Company Limited three years later. Legitimate trade prospered in spite of many discouragements and with little or no backing from Governments to whom imperial responsibilities in a distant and unhealthy territory had no appeal.

The Government could not remain blind, however, to the difficulties and danger to British trading interests of the international competition for spheres of influence which, in the last two decades of the century, developed into a general scramble for Africa. At the Conference of Berlin in 1885 the British representatives were able successfully to claim that British interests were supreme on the lower Niger and the British claim to a sphere of influence in Nigeria, the boundaries of which were as yet undefined, received international recognition. The Government's steps to undertake the responsibilities of efficient administration in that area known as the Oil Rivers Protectorate which came under the loose control of a British Consul were, however, both slow and reluctant. It was left to the National African Company, at last in 1886 granted a Royal Charter under the name of the Royal Niger Company, Chartered and Limited, to take a lead in opening up the Niger. The grant of the charter greatly strengthened the position of the company, the usual Government services were established and an armed constabulary was raised for the protection of the territory. By these means the company foiled both German and French efforts to encroach within what are now the boundaries of Nigeria and, after the most serious of French threats to our position in the western part of the territory had been successfully averted by the company's troops under Captain Lugard (as he then was) in 1894, these boundaries ultimately became generally recognised.



It was the British Government's efforts to suppress the slave trade, however, rather than the furtherance of commercial interests, which led to the most striking changes in its relations with the peoples of Nigeria. Lagos, an important centre of trade, was attacked and conquered in 1851, but resulting treaties with King Akitoye for the abolition of the trade proved almost useless in the absence of any administrative arrangements to ensure their observance and Akitoye's death in 1853 was followed by a long period of civil unrest. In 1861 Her Majesty's Government, therefore, reluctantly decided on the occupation of Lagos as the only effective means to the desired end. This was achieved with little difficulty and the island was created a Colony the following year. The new Colony was consolidated and its boundaries were extended somewhat in the years which followed and in 1886 the Government felt strong enough to offer its services as arbitrator to bring to an end the latest of the Yoruba civil wars which were such a fruitful source of supply for the slave markets. The offer was accepted, peace was temporarily restored and the war camps were burnt by the arbitrators. The precedent was too good a one not to be followed by those in difficulties and an appeal was made to the Lagos Government by the Egbade peoples who were being oppressed by their more powerful neighbours, the Egbas of Abeokuta. This appeal, together with the fear of the establishment of treaty relations between the French and the Egbas, led to further expeditions into the interior and later to the still further stage of the appointment of a British Resident who set up his headquarters at Ibadan. Generally the whole of Yorubaland with the exception of the Egba state was attached to the Colony of Lagos as a British Protectorate. The wars ceased and a great increase in prosperity both in the hinterland itself and also in consequence in the port of Lagos was the natural result. It was not many years before the treaty of 1893 recognising the independence of Egbaland was voluntarily abrogated since the authorities there found it impossible to maintain themselves in power without successive appeals for British support. In 1914 this area, too, came "unreservedly under the Government of the Protectorate of Nigeria".

The large area now known as the Northern Provinces was brought under British protection in the early years of the twentieth century, largely through similar reasons and from the same motives. Various slave-raiding emirs carried on their activities within a few miles of the Niger Company's scattered posts and it became clear that nothing but force would stop them. One expedition naturally led to another in an area with much more close social and religious affinities than in the coastal belt, and after Government had finally taken over from the Niger Company in 1900 the time soon came when its relative strength and that of the Fulani empire had to be settled. The issue was decided far more easily than might have been expected. The Fulani were aliens and the abuses of their later rule had left them with no deep-seated sympathy amongst the subject populations. First Kano and then Sokoto were defeated and occupied, the desert tribes submitted and the Fulani emirs themselves accepted the relatively easy terms of the conquerors and



came formally under British protection. The terms included the abolition of slave-raiding and the recognition of British suzerainty, coupled with an assurance that Mohammedan religion and the existing system of law would not be interfered with.

The gradual extension of Government's influence in the Protectorate of the Oil Rivers had meanwhile been taking place. In 1893 by Order in Council the Protectorate was extended over the hinterland and renamed the Niger Coast Protectorate and the following year Government found itself forced to undertake an expedition against the Jekri Chief Nana, a powerful slave trader whose activities extended over a wide area. Benin still held aloof and an unescorted expedition led by Acting Consul-General Phillips in 1897 in an effort to establish a friendly settlement was attacked and its members, with two exceptions, massacred. A military expedition was accordingly dispatched and Benin city was captured with only slight loss six weeks later.

In 1899 the charter of the Royal Niger Company was revoked and on 1st January, 1900, its territories came under formal Government control, compensation being paid to the Company in respect of its administrative expenses and its existing buildings and stores. The company had added large areas of the rich hinterland of Nigeria to the British Empire and had done much to abolish the slave trade, bringing the benefits of peace and justice to peoples who had previously lived under the shadow of both unrest and oppression. Its virtual trade monopoly became in the long run no more defensible in principle than was the "administration at private discretion of territories of which the defence was provided at public expense", and the revocation of the Charter was bound to come. But recognition should be given to the great part played by the company in the building of Nigeria.

#### ADMINISTRATIVE CONSOLIDATION

The penetration into and extension of British influence over the wide areas of Nigeria had, as has been seen, been carried out by three different sets of officials responsible respectively to the Colonial Office, the Foreign Office and the Directors of the Royal Niger Company. Even when the Royal Niger Company disappeared as a governing body in 1900, there still remained three separate administrations. These were reduced in 1906 to two and the inevitability of the amalgamation of these was clearly foreseen. This came on 1st January, 1914, when the Colony and Protectorate of Nigeria was formally inaugurated under the authority of Royal Letters Patent and Order in Council. Sir Frederick Lugard, who had been appointed in 1912 Governor of both the then remaining administrations, became the first Governor of a united Nigeria.

The period of consolidation which followed could hardly have begun in more difficult circumstances. The first World War began in August, 1914, and Nigeria not only found it impossible to recruit much-needed staff for the administration of the Territory but some members of even such a limited service as existed left in order to join the armed forces. Furthermore the Nigeria Regiment was called upon to play an important



part in the expeditions undertaken against the German colonies, first in the Cameroons and Togoland and later in East Africa. In all these campaigns the soldiers displayed both great gallantry and complete loyalty to their new allegiance. It was also a great tribute to the skill and tact with which Sir Frederick Lugard and his officers had handled the delicate situation in the north that not only was no advantage taken by the Emirs of prevailing difficult conditions to re-assert their independence, but throughout the war they continued to give convincing proof of their loyalty to the British connection. Minor trouble broke out in various parts of southern Nigeria due more to local administrative difficulties than to any general desire to throw off British rule. By far the most serious of these outbreaks was the Egba rising of 1918 which assumed serious proportions for a time, but was eventually suppressed without difficulty by the newly returned troops from East Africa.

In 1919 Sir Frederick Lugard, soon to become Lord Lugard, retired from the Governorship of Nigeria. To his outstanding position in its history no better tribute could be paid than the following extract from a speech to the Legislative Council on 18th March, 1946, by His Excellency the Governor.

“In the proud record of British Colonial Administration two names stand out—those of Stamford Raffles and Lugard. Speaking in Nigeria there is no need for me to say what Lugard did in bringing order out of chaos, and in laying the foundations of the Nigeria we see today. Those who knew him personally marvelled how great a heart beat within that slender frame, and with what sure instinct he planned the administration. There is always something sad about the passing of a great man. Lord Lugard had a modesty commensurate with his greatness and his fondest hope was that he had made some contribution to the future of the Nigerian people in whose welfare his interest never flagged until the end.

“To the ordinary man the outstanding characteristic of Lord Lugard was his prodigious industry. He never took a day off; he was at work all day and far into the night wherever he was—in Zungeru, on a launch on the Niger, in rest houses, even on leave and on the voyage to and from Lagos—and he continued to work at the same pitch right up to the end of his life. Only a man of his physical strength and tenacity of purpose could have accomplished that immense amount of detailed work, and at the same time, amid all the urgent problems, the day-to-day changes and the constant risks of those early days, have kept in clear perspective the administrative structure which he was building up and which we and all the world know today. Yet behind all this there was no mistaking the soldier and the man of action in the alert and wiry figure of ‘the Little Man’ as he came to be known later on. One did not argue with his swift decisions; once made they were immovable. One of his notes, on the choice of a school site, read, ‘I planted a white stick where the Superintendent’s house should be’—and there it was, and is.

“It was no wonder that he inspired confidence in all those with whom he worked and that less than ten years after he had made his first adventurous journey northwards from Jebba, a stranger could travel alone and in perfect safety through a settled and orderly country, rid of the slavery which he hated, and governed, under his guidance, by the Africans in whose service he spent his life.”

The war had brought great difficulties to Nigeria in the complete dislocation of world trade but the first two years of peace were a period of unparalleled prosperity. Boom prices were paid for Nigerian produce and exports rose to unprecedented levels. The slump which followed caused



great economic difficulties but it can fairly be said that, notwithstanding a series of financial crises due to world trade conditions, Nigeria progressed steadily in the period which intervened before the outbreak of the second World War in 1939. The staff of all departments was expanded, enabling Government to extend its activities in a number of ways. Communications were greatly improved and remote areas brought for the first time under effective control. The provision of social amenities was widely extended and began to assume for the first time the functions and status of a national service. An important part in this and in the great spread of education which took place in these years was played by voluntary agencies, chief amongst which were the Christian missions. The educational work of these bodies in particular has been of the greatest value and has been extensively encouraged by grants from Government funds. Still further progress could have been made but for the necessity of financing development wholly or almost wholly, from Nigerian revenues. These, being dependent to a great extent on import customs duties, were subject to considerable fluctuation.

In all this period there was only one major threat to law and order in the Territory. This was the women's rising which occurred in the Owerri and Calabar Provinces in 1929, and largely resulted in the destruction of the local system of government which had been set up and in the establishment of native administrations based more closely on the indigenous customs of the people.

In 1922 Britain received a mandate from the League of Nations to administer that portion of the former German Cameroons Provinces which had been assigned to her. This territory is administered as an integral part of Nigeria. The southern portion forms one of the Eastern Provinces and the northern portion is divided between the provinces of Adamawa and Bornu. The former German plantations were sold by public auction and eventually almost all of them returned to German ownership. In 1939, however, they were vested in the custodian of Enemy Property and in 1946 under the Ex-Enemy Lands (Cameroons) Ordinance and the Cameroons Development Corporation Ordinance they were acquired by Government and arrangements made for their development "for the use and common benefits of the inhabitants". In 1946 the Cameroons were placed under United Kingdom Trusteeship.

#### THE SECOND WORLD WAR AND POST-WAR YEARS

With the outbreak of the second World War the loyalty of Nigerians was, as in 1914, convincingly demonstrated in many ways. Recruits for the armed forces greatly exceeded the number which could be absorbed and money was generously subscribed for war purposes. An expeditionary force was dispatched to Kenya, including many veterans of the East Africa campaign of the previous war, and after assisting in the occupation of Abyssinia returned to man the frontiers of Nigeria, the Gambia and Sierra Leone against possible invasion from Vichy-controlled territory. In October, 1943, and April, 1944, the 81st and 82nd (West Africa) divisions left for Burma where they played a prominent



part in the Arakan and units of the Nigerian 3rd Brigade were included in General Wingate's special force operating behind the Japanese lines in Central Burma.

Meanwhile, Nigerians at home were bent on maximum production of essential export commodities. With the loss of Malaya, Nigeria became the chief source of tin for British war factories, while groundnuts and palm oil and kernels were in urgent demand to maintain fat supplies.

Since the end of the war there has been very considerable progress, both political and economic. The most notable political development was the inauguration of a new Constitution on 1st January, 1947, providing for a Legislative Council, with a majority of unofficial members, empowered to legislate for the whole Territory, and for three Regional Houses of Assembly (with, in addition, a House of Chiefs in the north) with important advisory and financial functions. (These are set out in Appendix A.) The successful working of this Constitution has encouraged proposals for its revision at a date earlier than that contemplated by its authors (see Part I).

In the economic sphere the outstanding feature has been the operation of the Ten Year Plan for Development and Welfare. This was drawn up in 1946, and was based on three main factors. The first was that no properly balanced plan for development and welfare could, in the special circumstances of Nigeria, be successful until it had first been ensured that the people themselves were, at least simultaneously, put in a position where they could participate and take full advantage of the facilities provided. Much of the Plan was therefore concerned with expansion of health and educational activities, communications and power development. The second factor was the need for a large building programme which would overtake the requirements of the various schemes contributing to the Plan. The third factor was the provision, execution and development of services leading to economic betterment, involving further survey of mineral resources, the promotion of better methods of husbandry, and the improvement of export-marketing arrangements. The estimated money provision for the whole Plan was £55,000,000, of which £23,000,000 was allocated under the Colonial Development and Welfare Act. Of the balance, £8,000,000 was to be found from loans, and £24,000,000 from Nigerian revenues. The execution of the Plan has not been as rapid as had been hoped, mainly because of difficulty and delay in obtaining technical staff and supplies of materials.

The main economic achievement has been the successful operation of the Nigeria Cocoa Marketing Board, set up to secure to the farmer improved arrangements for the purchase and marketing of his produce, to stabilise home prices by paying a guaranteed price to the farmer and to build up a reserve fund as a safeguard against a world slump and as a means of financing cocoa research. Similar arrangements are now being made in respect of oils, oil seeds, and cotton, which are the other main export products of the territory. (Details are in Appendix D.)

A further noticeable development of the post-war years has been the expansion of the trade union movement, with periodic labour troubles



occasioned by demands for increased wages and improved conditions of work. There had, however, up to the end of 1948 been only one instance of major unrest, an abortive general strike in 1945, which affected Lagos and other large towns on the railway.

## Chapter 3: Administration

The main political divisions of Nigeria are the Colony of Nigeria and three groups of Provinces, known as the Northern, Western and Eastern Provinces, which together form the Protectorate. The whole country is under the control of a Governor and Commander-in-Chief to whom the Chief Commissioners of the Northern, Western and Eastern Provinces and the Commissioner of the Colony are responsible. The Governor is assisted by an Executive Council consisting of certain senior officials and two African unofficial members. By order in Council dated the 2nd August, 1946, a larger Legislative Council was created. The Order in Council also established a House of Chiefs in the Northern Provinces and three Houses of Assembly, one in each of the Northern, Western and Eastern Groups of Provinces. The enlarged Legislative Council consists of the Governor, as President, 13 *ex officio* Members, 3 Nominated Official Members, 24 Nominated Unofficial Members, of whom 4 are appointed by the Northern House of Chiefs and 13 are appointed from among their own numbers by the unofficial members of the Regional Houses, and 4 Elected Members. The new Legislative Council legislates for the whole of Nigeria, and the House of Chiefs and Regional Houses of Assembly have important deliberative and financial functions not at present extending to the actual enactment of legislation. The financial arrangements now in force are set out in Appendix A.

### COLONY

The Colony, that is the area round Lagos, was, until the 1st April, 1938, administered under the system known as "direct rule", by British officers. In practice, however, much assistance was given by village chiefs and elders, particularly in the settlement of petty cases which might otherwise have been brought before the Supreme Court. For administration the Colony is divided into four parts—Lagos Township and the Districts of Badagri, Epe and Ikeja. The affairs of Lagos Township are controlled by a Town Council with the Commissioner of the Colony as president *ex officio*. The constitution of the Town Council and its powers are, however, under review, with particular reference to a wider franchise and a majority of elected members.

There is also in Lagos a body of traditional chiefs, of whom the "Oba" (or crowned head) is the principal; although they have no part in the administration machinery of the Township, they exercise influence in the community and provide the Commissioner of the Colony with valuable points of contact with the people.



On the 1st April, 1938, a form of local government, on the lines of the system in force in the rest of Nigeria, was inaugurated in the Districts outside Lagos Township, and separate Native Administrations have been established in four areas, each with its own native treasury and native court or courts. In the other parts of the Districts Administrative Officers were gazetted as Native Authorities as a temporary measure and administered native treasury funds in consultation with the village authorities concerned. Investigations pursued in these areas as to the possibility of creating further Native Administrations have given promising results.

The new Native Administrations are based on the village councils, whose traditional elasticity ensures that they are reasonably representative. They have promulgated various rules and bye-laws for the control of markets, the enforcement of sanitary measures and the like, while the village councils have not only undertaken the collection of tax but also helped to introduce a system by which assessment is adjusted to the means of the individual. The idea of local responsibility for local finance has been welcomed and is doing much to dispel the political apathy that formerly characterised these areas.

#### NORTHERN PROVINCES

The Northern Provinces are administered under the system known as "Indirect Rule", whereby the local functions of Government are for the most part delegated to the native chiefs or councils acting under the supervision and with the assistance and advice of the British administrative staff. The local authorities so constituted are known as "Native Administrations", and are responsible to the Governor for the peace and good order of their respective areas, in so far as persons legally subject to their jurisdiction are concerned. The district heads and village heads complete the chain of executive responsibility, each answerable through his superior for the area in his charge. These, and also the Native Administration's courts, prison and police are financed by its treasury, into which is paid its share of the taxes that it collects as well as the total receipts of its courts and various minor fees. The revenue and expenditure of each native treasury are shown in its annual estimates, which are approved by the Governor, but are not subject to the control of the Legislative Council.

The Native Administrations also undertake such services as their means permit, with technical branches supervised by European officers of the appropriate departments, paid by the central Government. Hospitals, dispensaries, schools, roads and motor transport are thus provided and maintained, and some of the larger Native Administrations have embarked on the public supply of electricity and water and keep their own survey and printing departments. The railways, trunk roads, mines field survey, township works, central hospitals, etc., fall outside the sphere of the Native Administrations and, like the Government troops and police, are directly controlled by officers of the central Government departments concerned.

The prototype of the system of administration through district and village headman was found in the northern emirates at the time of the



British conquest and for reasons of expediency was in the early years of the occupation adopted as a pattern throughout the Northern Provinces, both in pagan and in Moslem country. The system has had a wide measure of success, but in many areas it conflicted with indigenous arrangements and ideas, and so failed to enlist the willing co-operation of the peoples, without which little progress can be expected. Of recent years, however, the policy of Government has been to promote close investigation of pre-existing institutions, especially in pagan areas; armed with the knowledge so obtained Administrative Officers have been able to enter into effective consultation with the people regarding the development of local self-government on lines which the latter could understand and approve. Such consultations led to a good deal of political reorganisation.

#### EASTERN AND WESTERN PROVINCES

In the Eastern and Western Provinces the system of indirect rule through Native Administrations was first applied to the four Yoruba Provinces and to parts of Benin and the Cameroons Province between 1919 and 1922, but it was not until 1928 that it was adopted throughout the territory. The Native Administrations thus differ from one another in their antecedents, and there is also a great diversity in the origins, customs and degrees of development of the peoples that they serve. Little detailed uniformity of constitution or operation is therefore to be expected; the Native Administrations may, however, be divided into two broad categories according to their general characteristics—on the one hand those of the Yoruba Provinces (Abeokuta, Ijebu, Ondo and Oyo) and parts of Benin, and on the other the remainder of Benin Province, the Warri Province and the Eastern Provinces.

The first category contains comparatively well-organised native units which had maintained to a large degree their indigenous forms of organisation, and had been ruled through their chiefs, such as the Alafin of Oyo and the Oni of Ife. The Native Administrations are, therefore, controlled by such chiefs or by confederations of chiefs who administer their own territory through their own native institutions. The autocratic powers of these chiefs are limited by the existence of councils and, in order to enlist the support of the literate classes, these councils have in certain cases been strengthened by co-operating persons in virtue of their education or personality rather than their traditional prerogatives. The Native Authorities in a large measure control the native treasuries; and moreover, although Government Ordinances continue to apply, responsibility for enforcing many provisions of the laws is, at the request of the chiefs and councils concerned, being assumed by the Native Authorities. Minor legislation is also enacted by these authorities under the Native Authority Ordinance for such purposes as sanitation, the control of markets, the protection of particular trades and the licensing of bicycles. Public works of various degrees of magnitude are undertaken and maintained under the control of these administrations. Briefly, therefore, it may be said that with increased experience, efficiency and confidence these Native Administrations are gradually assuming



part of the responsibility which had formerly been borne entirely by Government.

In the second category there are tribes of various degrees of development, none of which has reached the stage achieved by those of the first division. The constitution of the Native Administrations in many areas has not yet been finally determined, and, despite consistent efforts to evolve a system based on indigenous organisations, the problem has not been simplified by the fact that the people have already experienced a considerable period of direct European rule. Every attempt has been made to increase the efficiency of the indigenous organisations, but as these were called into existence by requirements which were mainly social, they have not always been equal to modern administrative demands, despite the increasing interest many have taken in matters such as the framing of estimates and collection of tax. In the Eastern Provinces where traditional authority seldom extends beyond the family or clan, proposals are being considered for establishing councils of wider jurisdiction and greater financial resource than are possessed by the present organisations.

An innovation in urban administration was made during 1948, when the township of Port Harcourt, in the Eastern Provinces, obtained a new constitution, providing for a majority of elected members and an extensive franchise. (Details are set out in Appendix H.) This constitution may in time serve as a model for other urban areas which attain comparable size and financial capacity.

#### PUBLIC RELATIONS

The Public Relations Department continued to expand its activities and Regional Public Relations Officers were appointed for the Northern and Eastern Regions.

More than 4,000 press releases were issued to Nigerian newspapers, an increase of more than 100 per cent over the 1947 figures. Press conferences continue to be held every Saturday and special conferences are held when important personalities are not available for the Saturday conferences.

The *Nigeria Review*, the weekly publication of the Department, maintained its popularity during the year with a circulation of 40,000. The dearth of newsprint has not made it possible for this figure to be increased and there are several institutions and many individuals who cannot be supplied with the required number of copies.

The popularity of the *Children's Own Paper* has been confirmed by the many requests for additional supplies. The present circulation of 60,500 has been maintained, although a great increase could have occurred, were it not for the lack of newsprint. The editor received more than 20,000 letters from members of the Sunray Club which is sponsored by the paper.

The distribution Section continued to distribute local printed matters and a large quantity of overseas materials. There are now 136 public reading rooms in Nigeria, allocated as follows:

Colony . . . . .	14	Northern Region	43
Western Region	42	Eastern Region	37



The process engraving section produced 6,373 blocks during the year, an increase of 1,749 over the 1947 figures. The total revenue was £7,005 17s. 10d. as against £3,868 6s. 9d. in 1947.

The cinema section has been partially regionalised by the posting of one mobile cinema to each region. The total mileage covered amounted to 30,000 and shows were given in more than 800 places. Three of the staff have been sent to Accra for further training and it is hoped that they will form the nucleus of a Nigerian production team.

There are a number of portable projectors which are loaned to the Provinces and used with small generating equipment carried in kit cars to serve those places to which the heavy mobile cinemas cannot travel.

With the departure on leave of the cinema officer preparatory to the termination of his agreement, the production of 16-mm films had to be abandoned. This work will continue when a new films officer is appointed and he will be assisted by the officers now being trained in Accra.

During the year the Public Relations Officer and members of his staff made tours of the provinces.

The Colonial Film Unit visited Nigeria and the Crown Film Unit commenced work on a full-length documentary on the scheme for communal development at Udi in the Eastern Provinces. It is expected that the unit will complete its work early in 1949.

## Chapter 4: Weights and Measures

Imperial weights and measure are in use.

## Chapter 5: Principal Newspapers and Periodicals

NAME OF PAPER	DAILY OR OTHERWISE	PUBLISHERS	ADDRESS
1. <i>Nigeria Daily Times</i>	Daily	Nigerian Printing & Publishing Co. Ltd. Daily Mirror Newspapers.	172 Broad Street, Lagos.
2. <i>The Daily Comet</i>	„	Comet Press Ltd.	76 King George Ave., Yaba Estate, Lagos.
3. <i>The Daily Service</i>	„	Service Press Ltd.	5 & 7 Apongbon Street, Lagos.
4. <i>West African Pilot</i>	„	Zik's Press Ltd.	34 Commercial Avenue, Yaba.
5. <i>The Way</i>	„	Northern Publishing Press	34 Adebaye Street, Jos.
6. <i>Southern Nigerian Defender</i>	„	Zik's Press Ltd.	Ijebu Bye Pass, Oke Ado, Ibadan.
7. <i>Nigerian Spokesman</i>	„	Zik's Press Ltd.	New Market Road, Onitsha.
8. <i>Eastern Nigerian Guardian</i>	„	Zik's Press Ltd.	37 Aggrey Road, Port Harcourt.



NAME OF PAPER	DAILY OR OTHERWISE	PUBLISHERS	ADDRESS
9. <i>Nigerian Observer</i>	Weekly	Enitonna Educational	81 Aggrey Road, Port Harcourt.
10. <i>Nigerian Eastern Mail</i>	,,	J. V. Clinton, B.A., (Cantab), Barrister at Law.	P.O. Box 57, Hanshaw Town, Calabar.
11. <i>Akede Eko (Yoruba)</i>	,,	I. B. Thomas	116 & 139 Igboere Road, Lagos.
12. <i>Irohin Yoruba (Yoruba)</i>	,,	Service Press Ltd.	5 & 7 Apongbon Street, Lagos.
13. <i>Catholic Herald</i>	,,	St. Pauls Press	Catholic Mission, Ebute Metta.
14. <i>The Aurora</i>	,,	Coulson Labor (proprietor)	2 Asa Road, Aba.
15. <i>Nigerian Review</i>	,,	Public Relations Dept. (Government)	11 Custom Street, Lagos.
16. <i>In Leisure Hours</i>	Monthly	C.M.S. Bookshops & Press	11 and 13 Broad Street, Lagos.
17. <i>The War Cry</i>		The Salvation Army	11 Odunlami Street, Lagos.
18. <i>African Hope</i>	,,	Ijaiye Press	55 Hawley Street, Lagos.
19. <i>Niger News</i>	,,	C.M.S. Niger Bookshops	P.O. Box 34, Port Harcourt.
20. <i>By the Lagoon</i>	,,	Canon A. C. C. Howells	C.M.S. Parsonage
21. <i>Ijebu Review</i>	,,	Resident's Office	Ijebu Province, Ijebu Ode.
22. <i>Egba Bulletin</i>	,,	Provincial Office	Abeokuta.
23. <i>African Echo</i>	Daily	J. J. Odufuwa	58 Macullum Street, Ebute Metta.
24. <i>The Nigeria Statesman</i>	Weekly	W. O. Briggs & E. E. Obahiagbon	Victoria Street, Lagos.
25. <i>The Star of Oduduwaland</i>	,,	The National Academy for Psychical Research	Tom Jones Memorial Hall, Victoria Street, Lagos.
26. <i>Eleti Ofe</i>	,,	T. Thompson	6 Aibu Street, Lagos.
27. <i>Ilaro Bulletin</i>	Monthly	(Official)	c/o District Officer, Ilaro.
28. <i>Gaskiya to fi Kwabo</i>	Weekly	Gaskiya Corporation Zaria (Semi-official)	Zaria.
29. <i>The Western Echo</i>	,,	R. Ola Oke	Oke Padre, P.O. Box 263, Ibadan.
30. <i>The Nigerian Citizen</i>	,,	c/o Gaskiya Corporation	Zaria.
31. <i>The Benin Voice</i>	,,	Omo 'ba. L Osula	c/o P.O. Box 14, Benin City.
32. <i>The University Herald</i>	Quarterly	University Students	c/o University College, Ibadan.
33. <i>Nigeria News</i>	Weekly	Akintola Cole	Motor Road, Mushin.



## Chapter 6: Short Bibliography

For a fuller list, see the *Nigeria Handbook* (11th Edition, 1936).

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# Appendix A

## FINANCIAL ARRANGEMENTS UNDER THE NEW CONSTITUTION

The present constitution of Nigeria, which (save in so far as the financial provisions were concerned) came into effect on 1st January, 1947, provides for a Legislative Council representative of and legislating for the whole Territory, and for the Regional Councils in each of the three Regions of the Protectorate. The Regional Council of the Northern Region consists of a House of Assembly and a House of Chiefs, and the Regional Councils of the Eastern and Western Regions of a House of Assembly in each. It was one of the principal aims of the Constitution that there should devolve upon the Regional Councils a large measure of financial responsibility, each having its own regional budget, on which would be borne the cost of all Government services in the region, including the salaries of Government personnel, the only exception being the cost within the region of services declared to be central services, such as the railway, posts and telegraphs, income tax, audit, etc., which would continue to be carried on the Nigerian Estimates, together with the central organisation of Government, the headquarters and central staff of all Departments and such charges as interest on public debt, pensions, etc. It was not intended, however, that the Regional Councils should, in the first stage of their development, have the power to legislate or the power to appropriate revenue.

In 1946, a comprehensive study of the problems of administrative and financial procedure to be adopted under the new constitution was made by Mr. (now Sir Sydney) Phillipson, whose recommendations were set out in his Report on Administrative and Financial Procedure under the New Constitution (Government Printer, Lagos, 1947. price 1s. 6d.). The main administrative and political provisions of the new constitution were given effect as from 1st January, 1947, and acceptance of Mr. Phillipson's recommendations prepared the way for the introduction of the financial provisions with effect from the 1st April, 1948.

The following Heads of Expenditure have been classified as regional:

- Accountant-General
- Administration
- Agriculture
- Co-operative Societies
- Education
- Forestry
- Land
- Medical Services
- Medical—Sleeping Sickness Service
- Miscellaneous
- Police
- Public Relations
- Public Works
- Public Works Recurrent—Maintenance Works
- Public Works Recurrent—Maintenance Services



Public Works Extraordinary  
Subventions  
Veterinary.

Regional services and works under these heads were provided for in 1948-49 under Regional Estimates; Nigerian services and works under these heads and all services and works under other heads were borne on Nigerian Estimates.

Since the Regional Councils have as yet no power to appropriate revenue, there was made available to each of the regions, by means of a vote of the Legislative Council, included in the Estimates of Nigeria, an allocation of revenue made up of:

- (a) The amount retained by the Government from tax collected within the region under the Direct Taxation Ordinance, 1940 (as from time to time amended).
- (b) The amount collected within the region under certain specified heads and sub-heads of revenue which were "declared regional" upon the following principles:
  - (i) The revenue was identifiable with the region and locally collected by regional authorities.
  - (ii) It was revenue in respect of which no national or important considerations of policy are likely to arise.
- (c) A block grant from the non-declared revenues of Nigeria.

Under the approved arrangements, a Revenue Allocation Board meets not later than 15th July in any year to frame recommendations regarding the allocations of revenue to be made in respect of the forthcoming financial year. Regional Secretariats are then informed of the amounts within the limits of which the draft Estimates of Regional Expenditure are to be prepared. Just before the date fixed for the Budget Meetings of the Regional Councils (normally in December) the allocations of revenue are revised in accordance with a considered estimate of Nigerian financial prospects for the coming financial year. The draft Regional Estimates are considered by the respective Regional Councils and are then submitted for the approval of the Governor. When approved, they are included as appendices in the Estimates of Nigeria, in detailed explanation of the three one-line votes for regional services and works.

The first provisional allocations of revenue to the regions were made in July, 1947 (for the financial year 1948-49), they were revised in November and were finally revised (by the making of minor adjustments) at the March meeting of the Legislative Council, 1948. From total local revenue for 1948-49 (excluding Colonial Development and Welfare grants) of £19,568,810, the following allocations were made to the regions (excluding grants for regional services and works comprised within the Ten-Year Plan of Development and Welfare):

Northern Region	..	£2,221,280
Western Region	..	1,330,830
Eastern Region	..	1,763,450
		<hr/>
		£5,315,560



Progress made under the new constitution within the first two years justifies the Government's declared intention that there should be, earlier than the end of the third year as originally proposed, a revision of the Constitution designed to give the people a still greater and more direct share in the management of their own affairs and attention is to be given to this problem during 1949.

## Appendix B

### EDUCATIONAL REORGANISATION

The year 1948 saw the introduction of the first major scheme of educational organisation which should apply to the whole of Nigeria, and at the same time have full regard to the variations in regional conditions and development. This scheme was the result of wide consultation over a prolonged period, and was designed not only to rationalise the entire structure of primary and secondary education, but also to end the financial confusion and uncertainty introduced into educational affairs by the economic depression of the nineteen-thirties, and aggravated by the numerous interim expedients forced on Government by the war.

Educational activity had started in Nigeria before the advent of settled government, and takes its origin in the Wesleyan Methodist Missionary Society foundation at Badagry, on the coast, in 1842. Various mission schools were established in succeeding years, and Government did not found its first school, in the Colony, until 1899. The Education Department came into being in 1903. Mission or voluntary agency educational enterprise continued to expand, and during the nineteen-twenties in particular there was a rapid multiplication of the number of mission schools in southern Nigeria. This expansion in general outran the supply of properly trained and qualified teachers.

In the north the position was different, for the pace and direction of educational development was governed by the circumstance that, because of the pledge given to the emirs, missions were not admitted to the emirates without the consent of the rulers, and they therefore turned to the pagan areas. Accordingly, the initial responsibility for educational progress in Muslim areas rested on Government, and schools were established only as teachers were trained to staff them.

This variation in conditions was recognised in 1926 by the enactment of separate Educational Ordinances for the north and south. The Ordinance for the south was designed to secure a greater measure of control by Government over the rapid increase in unassisted schools by enforcing a system of registration of teachers and prescribing conditions in which schools could be opened and closed. Grants-in-aid were paid by Government according to the general efficiency of a school and to the total salary bill of the teachers. In the north very small grants-in-aid were paid.

The amalgamation of the Northern and Southern Departments of Education, which occurred in 1929 under the directorship of Mr. E. R. J.



Hussey, C.M.G., was followed by a period when the lack of money severely restricted the scope and scale of Government assistance, and adversely affected the efficiency of schools and the ordered development of education. Teachers' salaries were often reduced and increments withheld, and there was a drift away from the teaching profession.

From 1939 onwards there was a further extension of the voluntary education system, especially in the south, and *ad hoc* interim expedients were employed to ensure that voluntary agency teachers were paid salaries similar to those of other salaried persons of similar attainments. The complications which arose were aggravated by the war, and the Secretary of State instructed that the Territory's educational structure be revised *ab initio*. Such a review was completed by the Director of Education (Mr. Davidson, C.M.G.), and published as Sessional Paper No. 20 of 1947 (Memorandum on Educational Policy in Nigeria). His conclusions were embodied in a ten-year costed plan for the development of the Territory's educational services, the central feature of which was provision for the strengthening of secondary education and a wide extension of teacher-training facilities. An unsuccessful approach in 1940 for a grant under the Colonial Development and Welfare Act to pay mission teachers' increments, which had previously been withheld, led to the assumption of these payments by Government, and the replacement of the principle that grants were in aid of the expenses of efficient schools by a new principle that they were in aid of the cost of teachers' salaries. In 1942 a further complication was introduced by the payment by Government to voluntary agency teachers of a cost-of-living allowance. These payments were constantly increased owing to the revision of assessments by the Board of Education, increases in building grants, the revision of the cost of living allowance itself, and further increases in the number of schools and teachers. It was recognised in 1947 that it had become essential to redefine the relationship between Government and the voluntary agencies, so that in future all concerned should clearly know their several and related responsibilities. A comprehensive review was carried out early in 1948 by Mr. (now Sir Sydney) Phillipson, C.M.G., and published later in the year.

The principles of Mr. Davidson's Memorandum and of Mr. Phillipson's Review were combined in the Education Ordinance, No. 39 of 1948, which passed the Legislative Council in August. This measure established an educational hierarchy consisting of a Central Board, and four Regional Boards, and made provision for the establishment within each region of Local Education Authorities or Committees. The duties and functions of the Boards are specified in the Ordinance, and those of the Committees will be laid down in relevant Regulations under the Ordinance. A system of registration of teachers is prescribed, conditions determined for the establishment of new schools, and power given to Regional Boards to order the closing of any school in certain circumstances. The difficult subject of standardising grants-in-aid is covered by comprehensive Regulations drafted by Mr. Phillipson and promulgated with the Ordinance.



The Central Board consists of eight officers of the Education Department, the Principal of University College, Ibadan, two educational advisers to missions, six representatives of missions, four representatives of the Nigeria Union of Teachers, four representatives of the Regional Houses, and one Native Authority teacher. Of these members, at least four are to be women. The main function of this Board is to advise on educational policy. The four Regional Boards are constituted on broadly similar lines, with special provision made for the representation of local mission interests on all Boards, of Native Authorities on the Northern, Western and Eastern Boards, and of the Lagos Town Council on the Board for the Colony. The quorum specified for all Boards stipulates a majority of members not holding under Government any office to which appointment is made by the Secretary of State. The main duties of the Regional Boards are to advise and report to the Central Board or Chief Commissioner or Commissioner of the Colony on questions of educational policy affecting the region, and to consider and advise on the reports of proceedings of Local Education Authorities and Committees.

The local Committees are to be set up in regions according to a scheme of establishment containing provision for their powers and duties, to be approved in each individual case. This arrangement permits both of the formal recognition of the advanced position already attained in this respect in the Western Provinces, and of the gradual development towards such a position in regions where the conception is still comparatively novel.

Closer Government control over the expansion of voluntary agency schools is secured by insistence on registration of all teachers, the stipulation of conditions to be satisfied before a new school can be established, and the reservation of power to a Regional Board to close a school owing to the non-residence or unfitness for management of the proprietor, or to the unsatisfactory nature of the buildings, equipment or staff. Such powers are not exercised until opportunity has been given for removal of the particular defect noted, and the proprietor of any school closed has a right of appeal to the Central Board.

The third main feature of the new Ordinance is the adoption of a standard system of grants-in-aid for the various classes of schools, based on logical principles and calculated according to formulae. The Grant-in-Aid Regulations, forming a Schedule to the Ordinance, seek to ensure the development of a balanced educational system, applying the principle of school grouping; to conserve and encourage the spirit of local self-help and initiative; to facilitate gradual progress towards the division of the total cost of education between national taxation and local rates; to adjust the local contribution to economic conditions; and to define clearly commitments over fixed periods. It has been estimated that the amount expended under this scheme in grants-in-aid of recurrent expenses of primary and secondary schools and teacher-training institutions will be about £1,146,700 in 1949, and will increase to £1,737,700 by 1952.

The Ordinance, with its Schedule, was accorded an unusual degree of popular welcome and appreciation on being presented to the Legislative Council, and was enacted without opposition or even serious criticism.



# Appendix C

## UNIVERSITY COLLEGE, IBADAN

### *General*

With the publication in 1945 of the Reports of the Commission on Higher Education in the Colonies (Cmd. 6647) and the Commission on Higher Education in West Africa (Cmd. 6655), popularly known as the Asquith and Elliot Commissions, detailed planning for the development of higher education in the Territory was begun, and after a delegation from the Inter-University Council for Higher Education had visited West Africa in December, 1946, and January, 1947, the decision was taken to set up two University Colleges, one in Nigeria and the other in the Gold Coast. Ibadan was selected as the location of the Nigerian College. A site, previously used for a military hospital, was already available, and certain buildings and lands were placed at the disposal of the new College by the military authorities. A further area of about three square miles is being leased for 999 years from the Olubadan and his people.

### *Aims of the College*

The aim of the new foundation is "to produce a West African University which will be a centre of learning and culture, and which will make the maximum contribution to all aspects of the development of the country. The standards of the University College must be equal to those of the best universities of any country, but the College must also have an African bias, and while not neglecting any branch of learning, must concentrate on subjects of special interest and importance to Africa." The ideal set out cannot be realised immediately and a start is being made with the basic faculties of Science, Medicine and Arts.

### *Courses*

Both University Colleges will at the outset provide courses preparing undergraduates for degrees of the University of London in Arts and Sciences, but to avoid what might prove to be uneconomical duplication in technical and research courses, in view of the heavy cost of professional schools, the difficulties of finding suitable qualified staff, and the relatively small flow of suitable students, it was agreed that certain of the main departments should be distributed between the two Colleges. The schools of medicine, agriculture, forestry and animal health, and a social science research institute are to be founded at Ibadan, to serve the needs of all the West African Colonies, and there will be established in the Gold Coast an institute of education and a school of architecture and design, with possibly a department of civil engineering.

### *Organisation*

The Ibadan College has full autonomy. It will eventually be governed by a permanent Council, which will be a fully independent body, and in order to enable the College organisation to take shape as early as possible,



the Secretary of State for the Colonies made in 1947 a scheme under the Colonial Development and Welfare Act providing for the appointment of a Principal Designate and of an interim Board of Trustees and a Secretary. Dr. Kenneth Mellanby, O.B.E., D.Sc., Ph.D. was appointed the first Principal.

The University College, Ibadan (Provisional Council) Ordinance, No. 25 of 1948, was passed by the Legislative Council in August, 1948, to make legal provision in Nigeria for the governance of the College until a permanent constitution could be adopted. This Ordinance provided for a provisional Council consisting of the Principal, two members nominated by the Governor, two members elected by the unofficial Members of the Legislative Council, two members nominated by the Inter-University Council for Higher Education in the Colonies, and two members appointed by the Academic Board from amongst their own members. The Council is a body corporate, with power to receive, hold, expend and borrow money, and to make regulations for the administration of the College. Its composition was announced in October, and it held its first meeting shortly afterwards.

### *Finance*

Financial provision for the new College was in the main dependent on two sources: the Colonial Development and Welfare Vote and Nigerian revenues. In July the Colonial University Grants Advisory Committee agreed to receive schemes in respect of Ibadan up to a maximum of £1,500,000 to be met from the higher education allocation of the Development and Welfare Vote, and the capital cost of the College will be found in this manner. The Legislative Council at its March session passed two resolutions, one approving an annual grant-in-aid of £100,000 for a period of five years to meet recurrent expenditure, and the other appropriating a sum of £250,000 from general revenues for establishing an endowment fund. It is hoped that the endowment fund will eventually reach the figure of £3,000,000 and a committee is being organised in London under the chairmanship of Lord Milverton (lately Governor of Nigeria) to appeal for contributions to the fund, more particularly from commercial concerns, educational trusts, and others with West African interests.

### *Opening*

The College actually opened for its first academic term in January, 1948, with the transfer to Ibadan of the Higher College at Yaba, to become the nucleus of the new University College. The community consisted of a staff of 13 and 104 students, of whom 54 were reading for degree courses. When the new academic year opened on 9th October there were 201 students, including 176 undergraduates, and 25 others attending special courses leading to diplomas. The great majority of undergraduates are taking courses in science. The staff so far appointed number 44, of whom 32 have been directly appointed and 12 have been seconded from Government departments. The transfer of the Government Medical School at Yaba to become part of the University College



is well advanced, but hospital facilities have yet to be provided, and some negotiations completed before the final details of the courses can be arranged. Meanwhile courses have been arranged in the pre-clinical subjects of Anatomy and Physiology. It is hoped that eventually students will be prepared for the London degrees in medicine and surgery.

The ceremony of transfer of the permanent site of the University College to its keeping and of the inauguration of building by the Right Honourable Arthur Creech Jones, M.P., Secretary of State for the Colonies, took place on 17th November before a large assembly which included representatives from every region in the Territory.

## Appendix D

### MARKETING OF NIGERIAN OILS, OIL SEEDS AND COTTON

On the outbreak of war in 1939 the Ministry of Food in the United Kingdom bought the total exportable surplus of West African oil seeds from the merchants who had been established in the trade during the three preceding years. From 1942 onwards Nigerian produce became, by reason of the loss of the Far Eastern territories, a vital contribution to the successful prosecution of the war, and the purchase and disposal of the whole of the exportable surplus of oil seeds from West Africa were entrusted to the West African Cocoa Control Board, which was renamed the West African Produce Control Board. The price to producers was fixed by the Board from time to time in consultation with the West African Governments and the various interested departments of the United Kingdom Government.

Towards the end of 1946 international trade in oil seeds began to re-establish itself and world prices rose rapidly. The inadequate supplies of consumer goods in West Africa made it inadvisable to increase producer prices for oil seeds to the full equivalent of the world prices, but at the same time the Ministry of Food's buying price had to be brought, as far as possible, into line with outside market values for equivalent produce. A new series of prices was brought into effect in February, 1947, and the Board began at the same time to retain the yield of the difference (after allowing for all charges) between the producer price and the buying price. This arrangement was made in order to constitute a fund which should be employed for stabilising producer prices and improving and developing production.

Later in 1947 it was suggested that the responsibility for marketing arrangements and price stabilisation funds be transferred to statutory organisations created by the Nigerian Government, and in March, 1948, an announcement was made to the Legislative Council of Government's intention to set up an organisation on the lines of the Cocoa Marketing Board with African representation, assisted by an Advisory Committee representative of all sections of the industry. This announcement referred to oil seeds, but it was later considered that similar arrangements



to build up a stabilisation and development fund might be applied to cotton.

Proposals were accordingly framed and presented as a Statement of Policy in August to the Legislative Council, which agreed that legislation should at once be drafted. In respect of both oil palm produce and groundnuts and benniseed organisations were to be established consisting of:

- (a) a Marketing Board, designed to secure the most favourable arrangements for purchase, grading, export and marketing, to control and fix producer prices, and allocate funds for working capital, price stabilisation reserve, research, and Regional Board activities. It is to be composed of a Chairman, two official members, and three non-official members, all appointed by the Governor.
- (b) a Representative Committee, to advise the Board on the purchase and grading of produce, and composed of an official Chairman, one official member, one non-official representative of the licensed buying agents and a majority of Nigerian unofficial members.
- (c) Regional Production Development Boards, to dispose of funds made available by the Marketing Board for development, and for the benefit of the producers and areas of production. Their composition covers representatives of the Regional Houses and of the Representative Committee.

Legislation was drafted in conformity with these proposals and included a Bill in respect of cotton marketing arrangements, drawn up on the lines indicated in the Statement of Policy for Oil Seeds, save that there was found to be no need for a Regional Production Development Board.

To enable the legislative proposals to take immediate effect, if accepted by the Legislative Council in March, 1949, shadow Boards and Committees have already been constituted.

As regards executive organisation, it was decided that the three Marketing Boards should operate through a common body and in September a new Department of Marketing and Exports was established, taking over the function indicated by its title from the Department of Commerce and Industries.

## Appendix E

### SWOLLEN SHOOT

Swollen shoot made its first recorded appearance on Nigerian cocoa farms in December, 1944, and a campaign of cutting out the diseased trees began in 1945. It had to be intensified owing to the heavy losses from disease in the crop output of 1947, although the disease was by no means so widely spread as in the Gold Coast, and the indications are that the strains of swollen shoot virus in Nigeria are of a much less virulent nature, and the rate of destruction is accordingly slower. In addition,



cocoa farms in Nigeria are comparatively small, and average only about one and a half acres in area. They are also much more scattered than on the Gold Coast, with patches of farmland or bush between them. This feature tends to isolate the outbreaks, and prevent the rapid spread of the disease from farm to farm.

Cutting out the diseased trees is the only method known at present of controlling the spread of the disease. The location and incidence of the disease are determined from the investigations made by the Cocoa Survey, which was undertaken in 1945 with an allotment of £85,000 made by the West African Produce Control Board from profits from the sale of cocoa.

In view of the loss which cocoa growers in Nigeria suffered as the result of the disease and its remedy the Nigeria Cocoa Marketing Board and its Advisory Committee, containing representatives of the farmers, recommended the introduction of a rehabilitation scheme, which was approved by the Governor in Council in June, 1948. Under this scheme a portion of the funds at the Board's disposal was devoted to the payment of rehabilitation subsidies to producers to assist them in planting new trees in replacement of trees destroyed as the result of official measures taken to eradicate the disease. Normally, and in conditions of free and competitive marketing, the loss to individual producers as a result of disease or of measures taken, in the interests of the industry as a whole to eradicate the disease, would fall on those producers, but it seemed proper that a portion of the funds accruing from the margin between the price to the producer and the price realised overseas under present controlled marketing arrangements should be set aside for the purpose of helping those whose means of livelihood is impaired to make good their loss by new planting.

The disease is at present confined to the Ibadan Division of Oyo Province, and the operation of the scheme was undertaken by the Ibadan Native Authority. Payment of subsidies to producers eligible for benefit was made on behalf of the Board by a Committee appointed by the Ibadan Native Authority, and consisting of cocoa farmers and representatives of the Ibadan Council.

Subject to successful replanting a total subsidy of 1s. 6d. per tree was paid by the Committee for every tree cut out by the Agricultural Department. As the primary object of the scheme was to promote the planting and successful cultivation of young cocoa trees to replace the trees cut out, the subsidy was payable in instalments of sixpence at yearly intervals. An initial payment of sixpence was made on receipt of a satisfactory undertaking that the farmer would plant a sufficient number of cocoa seedlings, in accordance with local practice, eventually to provide a number of mature trees equivalent to the number cut out. At the end of one year the trees replanted were again to be inspected, and a further sixpence paid to the farmer for each tree then established to a number not exceeding the number of trees originally cut out. At the end of another year the farmer would be eligible for a final payment of sixpence in respect of each new tree successfully established, again to a number not



exceeding the number of trees originally cut out. The cost of these measures was estimated at £60,000.

The announcement of the schemes led, however, to a renewal of the opposition which had been encountered when cutting out was first started. To make the remedy fully effective a diseased tree should be cut as soon as the first signs of the disease appear, but these signs are not readily perceived even by an experienced farmer, and the effects of the less virulent types of the disease are not spectacular. A misconception arose that action was being taken on an unnecessarily large scale, and claims were also made for much more liberal rehabilitation payments. Operations were therefore suspended and whereas 150,862 trees had been treated in the quarter April-June, 1948, only 26,821 trees were treated during the next three months.

To allay suspicions and apprehension visits of farmers were again organised to the West African Cocoa Research Institute at Tafo and to affected areas in the Gold Coast. A further propaganda campaign was also undertaken regarding the nature and gravity of the disease, and the necessity of cutting out as the only known remedy. The effect of these measures was reinforced by the preliminary statement issued towards the end of the year by the special technical Commission which visited the Gold Coast, and which re-emphasised the point that no other remedy had yet been discovered. It was also felt that some increase might be made in the scale of rehabilitation payments, and after calculation by the Agricultural Department, the Cocoa Marketing Board agreed to a rate of 2s. 6d. per tree, allowing 2s. for loss of income before the tree would have died from disease, and 6d. per tree for cost of replanting and re-establishing another in its place. As the present high price of cocoa is considered to be sufficient inducement to the farmer to replant, the entire grant is paid in a lump sum. This decision was approved by the Governor-in-Council in December. The financial effect was to raise the cost of the scheme to £100,000. Cutting out was resumed successfully in December, and opposition is giving way to propaganda. About 200,000 trees are yet to be treated, and it is hoped that on completion of the cutting out operations, the regular inspection of all infected areas and constant vigilance against new outbreaks will enable the disease to be kept permanently under effective control.

## Appendix F

### APPOINTMENT OF NIGERIANS TO THE SENIOR SERVICE

The principle of appointing suitably qualified Nigerians to senior service posts in the Government has long been accepted policy. Since the war it has been given a new urgency by the shortage of suitably qualified expatriates, and Government felt that a full inquiry should be made into the best and quickest methods of recruiting substantial numbers of



Nigerians into the senior service. In May a commission was established with the following terms of reference:

“To make recommendations as to the steps to be taken for the execution of the declared policy of the Government of Nigeria to appoint Nigerians to posts in the Government Senior Service as fast as suitable candidates with the necessary qualifications come forward, with special reference to scholarship and training schemes.”

The Chief Secretary (Mr. H. M. Foot, C.M.G., O.B.E.) was appointed chairman of the commission, and the members included two Government officers (one being a woman), four non-official representatives of the three regions and the Colony, two trade union representatives, and another woman. Seven of the members were Africans. The commission was in continuous session throughout June and July. A notice was published inviting associations and organisations to give evidence and representations and evidence from a number of unofficial bodies were considered. A survey of the position and possibilities in each department was also made. The report of the commission was published in August.

The commission had been impressed by the urgency of the problem in view of the difficulty of obtaining the minimum staff required to man the services, and the long period required for training that staff. These difficulties were intensified by the shortage of qualified applicants in Nigeria, and by the need to strengthen not only Government's own staff, but also the staffs of Native Authorities and other local government bodies. In addition to dealing with general principles of recruitment policy, the commission therefore also examined the training and education position in some detail, since it was obvious that little could be done until the system of secondary education had been greatly extended.

The commission recommended that the guiding principle in filling senior service posts should be that no non-Nigerian should be recruited unless no suitable and qualified Nigerian were available. It recommended, however, that there should be no discrimination against non-Nigerians already in the service.

The commission recognised that there was a serious shortage of Nigerians qualified for the senior service or even qualified to acquire the necessary qualifications. It therefore recommended that the fullest possible use should be made of the material already in the junior service, which includes the majority of the better educated young men and women in the country. It proposed the selection of promising junior service officers for training early in their careers with a view to accelerated promotion.

In order to provide a field of qualified candidates for direct appointment to senior service posts the commission confined itself to a three-year plan. It did not consider that the pace of events, in particular the probable developments at the University College, Ibadan, made a longer-term plan possible. The three-year plan includes the award of 385 scholarship and training schemes at an estimated cost of £285,000. Of these scholarships 30 are to be reserved for women, 100 for education and general degree courses, 108 for professional courses and 127 for technical



courses for officers in the junior service. Twenty scholarships are available for applicants who wish to obtain a higher education but who do not propose to enter the public service. The commission suggested that, as an experiment, 50 additional scholarships might also be made available to help poor students to enter secondary schools in Nigeria.

The commission recommended that the machinery for carrying out the policy of Nigerianisation should be entrusted to a Central Public Service Board, which would act on behalf of the Governor, and which would consist of the Civil Service Commissioner, the Director of Education or his representative, and an unofficial representative from each of the four regions. The functions of the Board would be:

- (1) the selection of candidates from within Government service for promotion to senior posts;
- (2) the selection of qualified candidates from outside the service for first appointment to senior posts;
- (3) the selection of candidates in the junior service for scholarships and special training with a view to accelerated promotion;
- (4) the selection of candidates from outside the service for scholarships and training schemes to fit them for posts in service under Government, Native Administrations, local government authorities or voluntary agencies;
- (5) the making of recommendations from time to time for the improvement of the system of selection on entry to the junior service.

In each of the four regions there would be a Regional Public Service Board, consisting of the Civil Service Commissioner or his representative, and two unofficial members, and as much as possible of the work of the Central Board should be delegated to these Regional Boards. All Boards would be on an experimental basis for two years, after which time the question should be considered of their conversion into an independent Public Service Commission.

For making recommendations to the Central Public Service Board in respect of the junior service, the commission proposed the establishment of a Departmental Selection Board in each department, consisting of the head of the department and one of his senior officers, and the Civil Service Commissioner, or his representative, together with a Nigerian Establishment Officer.

These proposals were accepted in principle by Government at the August session of the Legislative Council. The Public Service Boards have been formally constituted and members have been appointed to them. They assumed their duties on 1st January, 1949.

When the commission began its work, the total strength of the senior service was 2,207, including 172 Nigerians. Eighty-three Nigerians were in the Medical, Judicial and Educational Departments. During the course of the year 65 more Nigerians have been appointed to the senior service and it is hoped that this rate of appointment will not only be maintained but increased as the effect of the scholarships and training courses begins to be felt.



# Appendix G

## WHITLEY COUNCILS

At the request of the Nigerian Government, Mr. T. M. Cowan, of the United Kingdom Ministry of Labour, visited Nigeria early in 1948 to inquire into the methods of negotiation between Government and Government employees on questions affecting conditions of service. He was asked to make recommendations for improving the machinery then existing for dealing with disputes in which Government employees were concerned, and to advise on the extent to which a system of negotiation based on Whitley Council principles might be introduced.

Mr Cowan submitted two reports. The first, presented on 12th May, dealt with the senior and junior branches of the Civil Service, and the second, which followed three weeks later, covered the industrial departments of Government (which is, of course, itself the largest individual employer of industrial labour in the country).

In his first Report Mr. Cowan proposed the formation of two councils on the Whitley Council model, one for the senior branch of the service and the other for the junior. He found in the Civil Service union organisations which were capable of representing interests on the staff side and which could be afforded a real measure of recognition by Government.

In the industrial departments, Mr. Cowan found a system of departmental consultative committees for considering service questions to exist in certain departments only, and he noticed also considerable variation in their aims and work. He proposed the establishment of a central council on Whitley lines for Government industrial services, and the reconstitution of departmental committees in all departments where the employees wished to participate. He suggested that senior officers of Government and representatives of the major industrial departments should constitute the official side of the Council, and that the staff side should be composed of representatives of the major unions involved.

In respect of the senior branch of the Civil Service there was no difficulty in accepting and implementing Mr. Cowan's recommendations, and the Senior Service Whitley Council was established in July. It is now composed of the Chief Secretary as Chairman, with the Financial Secretary, Administrative Secretary, Civil Service Commissioner, General Manager of the Nigerian Railway, Director of Education, an Assistant Civil Service Commissioner and an Assistant Secretary as members on the official side, and eight representatives of the Association of Senior Civil Servants of Nigeria on the staff side. One member on the staff side is vice-chairman. The Council drafted its constitution at its inaugural meeting, and this was published in September, when its first regular quarterly meeting was held. A second quarterly meeting was held before the end of the year. At these two meetings the Council considered questions bearing on pension schemes, rent for official quarters, acting allowances, and passage and leave arrangements, as well as a number of subsidiary matters. Its proceedings fully justified Mr. Cowan's hope that



it would be regarded as something more than a consultative and negotiating committee for a section of the Civil Service, and would become a model which the other branches of the Government service should develop.

The formation of Whitley Councils for the junior service and for industrial employees has presented some difficulty. The functional divisions of the junior service do not correspond with the alignment of trade unions and staff associations. It has therefore proved impossible to set up soundly constituted councils and a compromise has been attempted. Two Junior Whitley Councils A and B have been set up, each consisting of 16 members of whom half represent the official side. The official side is the same in both Councils and is composed of the Civil Service Commissioner as the Chairman and representatives of the Director of Public Works, Director of Education, Director of Posts and Telegraphs, Director of Marine, Commissioner of Labour, General Manager of the Nigerian Railway, and Financial Secretary. The staff sides represent the Nigerian Civil Service Union and the Association of Nigerian Railway Civil Servants in Junior Whitley Council A, and the Federation of Government Municipal and Non-Clerical Workers Unions in Junior Council B. In view of the interests represented by these two groups of staff associations both Councils inevitably have to consider a large number of matters of common interest. In order to co-ordinate the work of the two Councils a committee has been set up, composed of the Civil Service Commissioner as Chairman, three members of the official side, and the vice-chairman and one member from each of the staff sides of Junior Councils A and B.

The establishment of a Whitley Council in the Colliery Department at Enugu has been approved, and it is hoped that it will start work early in 1949.

The constitution of all three Whitley Councils already established closely resembles that of the similar Councils in the United Kingdom. Their main functions are:

- (1) provision of the best means for using the ideas and experience of the staff.
- (2) securing to the staff greater responsibility for the determination and observance of their conditions of employment;
- (3) determination of the general principles governing conditions of service, e.g., recruitment, hours, promotion, discipline, tenure, remuneration and superannuation (provided that in discipline and promotion matters the Council is restricted to general principles, and is not empowered to discuss individual cases);
- (4) encouragement of the further training of civil servants;
- (5) proposed legislation in so far as it bears on the position of civil servants in relation to their employment.

Decisions are reached by agreement between the two sides of a Council and come into effect when reported to the Governor, subject to the Governor's overriding authority and to the approval of the Legislature where such approval is necessary.



# Appendix H

## DEVELOPMENT OF PORT HARCOURT

Port Harcourt, in Eastern Nigeria, is the second port of the Territory, and provides the main outlet for the trade and produce of the Eastern Provinces. It is also the terminus for the eastern branch of the Nigerian Railway, which joins the main line from Lagos at Kaduna, some 560 miles inland. It lies in the delta of the Bonny River and is in effect a peninsula occupying a narrow tongue of land south of the mainland.

The town was laid out in 1914, on land leased from the Diobu clan, and has grown up around the railway and port installations until it now houses a population of some 35,000 people. Its rapid growth and development had by 1944 made acute the questions both of the increasing congestion of population and commercial expansion, and of the constitutional arrangements for its administration.

### *Town Planning*

A draft town planning scheme was prepared in June, 1945, by the Town Planning Adviser to the Resident Minister in West Africa and his staff. The main problems which had arisen were the overcrowding of the African township, encroachment by squatters on Crown land north of the town, and lack of space for extending the residential area. The Scheme sought to provide for these, and also to allow for a water-borne sewerage scheme, port extension, the extension of public utility services and commercial expansion. The question of housing congestion required immediate attention, and a Town Planning Authority, under the Town and Country Planning Ordinance, was established at the end of 1946 with jurisdiction over an area of 25 square miles. It consisted of five official and 11 unofficial members, and has so far taken in hand three separate schemes for housing and commercial development, making provision also for markets, open spaces, schools, playing fields, a church, and a community centre.

### *Constitution*

As the town is cosmopolitan and has no indigenous organisation which could be developed into an effective native authority, it was administered as a second class township under the Townships Ordinance by an Administrative Officer acting as Local Authority assisted by an Advisory Board of certain *ex officio* members, and members appointed by the Governor. The Board had no real responsibility as its functions were purely advisory, and there was an inevitable tendency for appointed members to regard themselves as representing purely sectional interests.

The question was taken up in 1944 of so altering the administrative arrangements as to enable prominent and responsible elements in the town's population to make a more effective contribution towards its development. Consultations were held with the local Community League a body representing these elements, but some difficulty was found in



evolving a satisfactory solution of the financial problems arising from an alteration of the status of the town, as it owed its very existence in great measure to port and railway development financed from the general revenues of Nigeria. Also the arrangements for town planning, with the creation of a separate Town Planning Authority, were being considered at the same time.

Discussions on these issues continued until 1947, and after the general support of responsible opinion in Port Harcourt had been obtained, a Bill was presented to the Eastern House of Assembly and the Legislative Council of Nigeria in August, 1948, and enacted as the Port Harcourt Township Ordinance, No. 38 of 1948.

Under this Ordinance, which came into effect on 1st January, 1949, the town is divided into wards, each of which is to elect two members to the Town Council. Six wards have been constituted. The Governor can appoint other members up to a total of half the number of elected members (only three nominated members have been appointed) and also appoints the President, from amongst the members of the Council. The vice-president is elected by the Council from amongst its members. The franchise is conferred on all persons, both male and female, who are over the age of 21 and who are responsible for the payment of rates on a tenement of which the capital, annual or unimproved value is not less than £150, £8 or £40 respectively, or who have occupied such a tenement for three months and pay a rental of not less than £8 per annum.

The major part of the income of the new Town Council will be derived from the levy of a general rate, to be deemed an owner's rate, and to be borne by the owner in absence of any agreement to the contrary with the occupier.

Port Harcourt is now the first town in Nigeria to be administered by a Town Council with a majority of elected members. Its constitution is likely to provide a useful model for the development of municipal institutions elsewhere in the Territory, and expressions of public opinion have already been invited in respect of the suggested reconstitution of the Lagos Town Council, features of which will be increased powers for the Town Council, a wider franchise, and a majority of elected members.



## Appendix J

### STATEMENT OF REVENUE AND EXPENDITURE 1940-48

	1940-41	1941-42	1942-43
	£	£	£
Ordinary Revenue . . . . .	6,193,516	7,635,768	8,855,099
Ordinary Expenditure . . . . .	6,220,691	6,623,266	8,201,604

	1943-44	1944-45	1945-46	1946-47	1947-48
	£	£	£	£	£
Ordinary Revenue	10,693,984	11,022,221	12,760,958	13,864,879	17,442,691
Ordinary Expenditure	8,431,777	8,999,219	9,576,783	11,263,265	16,032,038

## Appendix K

### RECEIPTS FROM CUSTOMS AND EXCISE, AND DIRECT TAXATION 1940-48

	1940-41	1941-42	1942-43
	£	£	£
Customs & Excise . . . . .	2,433,384	3,085,124	3,622,260
Direct Taxes . . . . .	1,137,997	1,451,148	1,756,035

	1943-44	1944-45	1945-46	1946-47	1947-48
	£	£	£	£	£
Customs & Excise	4,897,411	5,242,430	5,664,008	7,094,527	9,129,232
Direct Taxes	2,382,743	2,205,385	3,319,830	2,469,216	3,748,337

## Appendix L

### STATEMENT OF DEPARTMENTAL EXPENDITURE 1940-48

	1940-41	1941-42	1942-43
	£	£	£
Agriculture . . . . .	139,346	182,115	233,876
Education . . . . .	259,546	282,882	352,896
Forestry . . . . .	63,391	57,210	83,711
Land & Survey . . . . .	53,784	46,662	57,046
Medical (incl. Sleeping Sickness) . . . . .	450,378	445,676	522,188



## APPENDIX L

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	1943-44 £	1944-45 £	1945-46 £	1946-47 £	1947-48 £
Agriculture .	278,173	323,864	339,501	371,861	517,721
Education .	481,226	485,113	615,663	861,135	1,390,700
Forestry .	105,401	94,709	105,960	131,369	148,373
Land & Survey*	63,767	96,324	79,094	129,414	{ 171,219 80,384
Medical (incl. Sleepingsickness)	642,131	676,636	732,203	846,519	1,142,813
Public Works (incl. Recurrent Mtnce. Works & Services)	845,005	754,099	1,078,065	1,294,707	1,675,909

\* Now two departments, shown separately for 1947-48.



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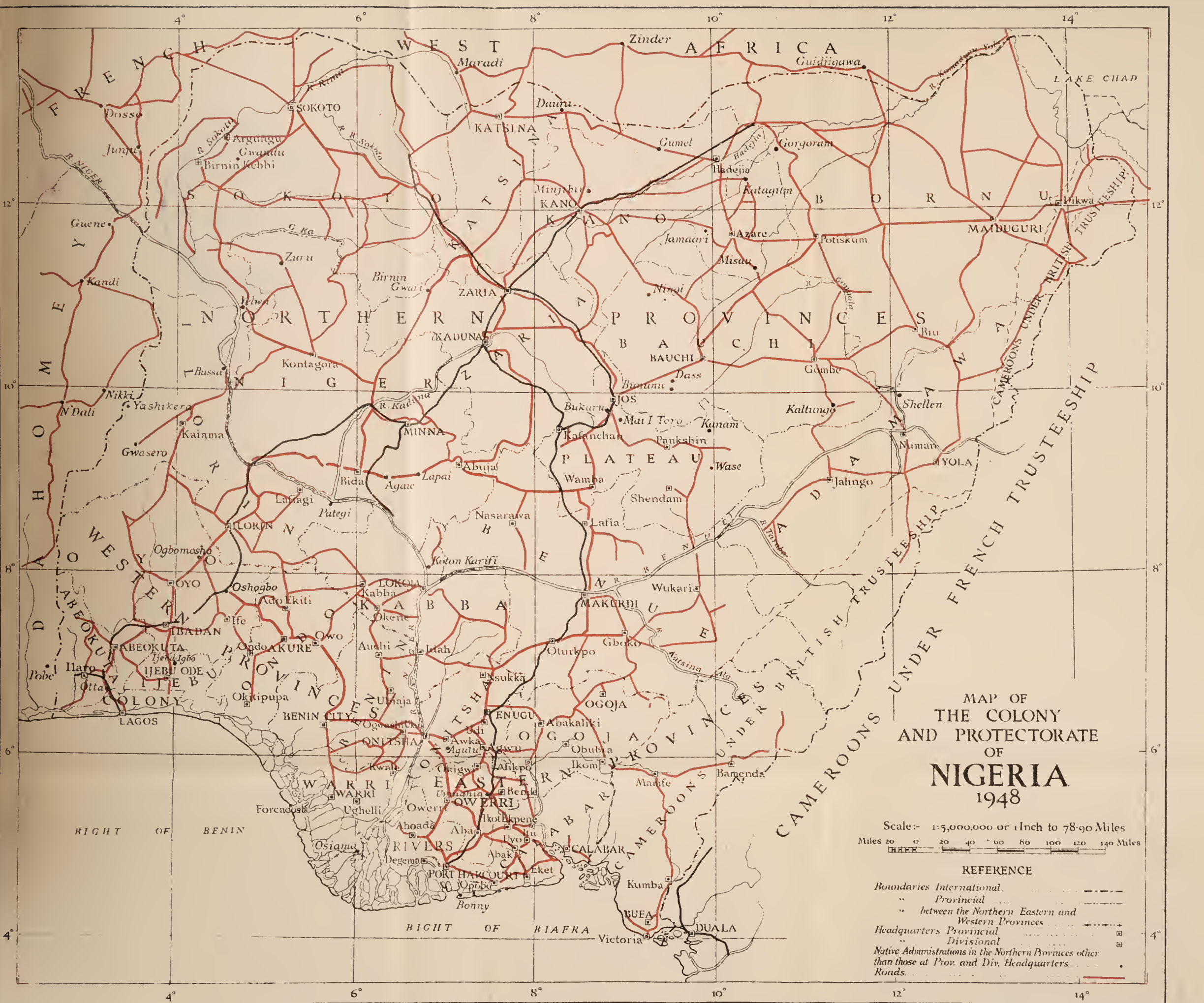


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Miles 20 0 20 40 60 80 100 120 140 Miles

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  - Headquarters Provincial
  - Divisional
  - Native Administrations in the Northern Provinces other than those at Prov. and Div. Headquarters
  - Roads







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